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ABSTRACT

The Maryland Case Study is one of six comprehensive state case studies of the transition of students from high school to college being conducted as part of "The Bridge Project: Strengthening K-16 Transition Policies." The Maryland components of the Bridge Project focuses on undergraduate admission and placement policies and procedures at two major public universities in Maryland, the University of Maryland at College Park and Towson University. Also examining current and proposed state requirements for high school graduation, the study assesses the extent to which higher education admissions and placements policies and practices are compatible with existing regulations and guidelines related to student preparation for higher education. A particular focus is on the Maryland K-16 Partnership for Teaching and Learning. Findings suggest that the capacity of Maryland's higher education institutions, coupled with the admissions, placement, and remedial education policies and practices of the university system and its two largest 4-year institutions, provide high school graduates with a broad range of opportunities to attend a college or university consistent with their abilities and interests. Many issues do confront those attempting to reform the state's schools and collaboration with higher education institutions. These include concern about the potential negative impacts of high stakes assessment. Experience in Maryland also suggests that the specific K-16 structure provided by the Maryland Partnership for Teaching and Learning K-16 is beneficial in spite of its voluntary nature. Seventeen appendixes provide supplemental information. (Contains 98 references.) (SLD)

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The Bridge Project:
Strengthening K-16 Transition Policies

Maryland Case Study

Technical Report

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MARYLAND CASE STUDY
TABLE OF CONTENTS

Chapter I **An Overview of the Maryland Case Study** 1
Introduction 1
  Purpose and Scope of the Project 1
  Phase I of the Maryland Case Study 2
Phase 1 Methodology 2

Chapter II **Maryland State Policy Context** 5
Higher Education Agencies and Institutions 5
  Organization of Higher Education Institutions in Maryland 5
  Maryland Higher Education Commission 8
K-12 Education in Maryland 21
  Organization of Maryland's K-12 Education System 21
  K-12 Curriculum and Assessment Programs 25
The Maryland Partnership for Teaching and Learning K-16 33

Chapter III **University System of Maryland** 40
System Overview 40
  System Responsibilities 40
  Governance and Policymaking 40
USM Admissions, Placement and Remedial Education Policies and Procedures 44
  Admissions Policies 44
  Enrollment, Financial Aid and Remedial Education Policies 46
Analysis and Conclusions 48

Chapter IV **University of Maryland College Park Institutional Case Study** 49
Institutional Background 49
  Mission and Function 49
  Enrollment 51
  Tuition and Fees 51
UMCP Admissions Policies and Practices 52
  Admissions Information 52
  Governance and Policymaking 54
  Current Admissions Policies and Practices 59
Placement and Remediation 69
  Placement and Remediation Data 70
  Governance and Policymaking 71
  Current Placement and Remediation Polices and Practices 72
  Programs to Support Student Success 76
Outreach and Communications 77

General Student Recruitment 77
K-16 and Other School/College Activities 79
Policy Impacts and Student Outcomes 83
Data Availability and Reporting 83
Student Outcomes 83
Analysis and Conclusions 85

Chapter V **Towson University Institutional Case Study** 88
Institutional Background 88
Mission and Function 88
Enrollment 89
Tuition and Fees 89
Towson's Admissions Policies and Practices 90
Admissions Information 90
Governance and Policymaking 91
Current Admissions Policies and Practices 95
Placement and Remediation 102
Placement and Remediation Data 102
Governance and Policymaking 105
Current Placement and Remediation Polices and Practices 106
Programs to Support Student Success 108
Outreach and Communications 109
General Student Recruitment 109
K-16 and Other School/college Activities 112
Policy Impacts and Student Outcomes 115
Data Availability and Reporting 115
Student Outcomes 116
Analysis and Conclusions 117

Chapter VI **Summary, Analysis and Conclusions** 120
The Accessibility of Higher Education in Maryland 120
Student Access to Higher Education 120
Admissions Policies and Practices 122
Placement and Remediation Policies and Practices 124
K-16 Communication and Collaboration 128
Maryland's K-16 Partnership for Teaching and Learning 128
Reporting Student Outcomes to High Schools and Policy Makers 130
Teacher Education 131

References 134

MARYLAND CASE STUDY
LIST OF TABLES

Table 1 University of Maryland, College Park: First Year Performance of New Maryland Freshman: 1997-1998 Cohort 84

Table 2 Towson University New Freshman: Percent of Core and Non-Core Students Needing Remediation: 1997-1998 Entrants 102

Table 3 Towson University: Trends in Students Requiring Remediation 103

Table 4 Towson University: First Year Performance of New Maryland Freshman, 1997-1998 Cohort 117

MARYLAND CASE STUDY
LIST OF APPENDICES

Appendix A Stanford Bridge Project, Maryland Case Study: Phase 1 Interview List

Appendix B Organization of Postsecondary Education in Maryland

Appendix C Maryland State Scholarship Programs

Appendix D Student Financial Aid Programs Funded by the State of Maryland

Appendix E Maryland State Department of Education Organizational Chart

Appendix F Maryland K-16 Partnership Statement and Organization Chart

Appendix G Maryland Functional Testing Program, Percent Passing, Grades 9 and 11

Appendix H High School Graduation Requirements at a Glance for Maryland Public High Schools
Maryland's High School Assessments...building on rigorous requirements

Appendix I What will the assessments test: Core Learning Goals
  English Goals
  Science Goals
  Government Goals
  United States History Goals;
  World History Goals
  Mathematics Goals
  Skills for Success Goals

Appendix J Maryland State Board of Education: Resolution #1998-1

Appendix K The Maryland Partnership for Teaching and Learning K-16: Standards, Competencies and Assessments Committee

Appendix L University System of Maryland Organization Chart

Appendix M University of Maryland, College Park: Progress in Achieving the Mandates of the 1988 Higher Education Charter

Appendix N The Mathematics Placement Test is not a test that students pass or fail!
Sample Placement Test, UMCP

Appendix O Fundamental Studies in Mathematics: Issues and Analysis, Executive Summary, UMCP Office of Institutional Studies

Appendix P The University System of Maryland: Graduation Rates of First-Time Full-Time Degree-Seeking Freshmen
The University System of Maryland: Second-Year Retention for First-Time Full-Time Degree Seeking Freshmen

Appendix Q Towson University: Admissions Yield Data

Chapter I

AN OVERVIEW OF THE MARYLAND CASE STUDY

INTRODUCTION

PURPOSE AND SCOPE OF THE PROJECT

The Maryland Case Study is one of six comprehensive state case studies of the transition of students from high school to college being conducted as part of "The Bridge Project: Strengthening K-16 Transition Policies." The other five states being studied are California, George, Illinois, Oregon and Texas. The Bridge Project is a five-year project being conducted at the Stanford Institute on Higher Education Research with support from The Pew Charitable Trusts and the National Center for Postsecondary Improvement (NCPI). NCPI is sponsored in part by the U.S. Department of Education's Office of Educational Research and Improvement.

As stated in the project brochure,

> ...the overarching purpose of the project is to improve opportunities for all students to enter and succeed in higher education by strengthening the alignment between higher education admission-related requirements and K-12 curriculum frameworks, standards and assessments (Center for Postsecondary Education and Improvement, 1998, p. 1).

An underlying assumption of the project is that a lack of consistency in curricula content and academic expectations between K-12 and higher education, coupled with a lack of communication between these two sectors, causes many problems in the high school to college transition. These include decreased access to four-year colleges and universities, particularly for underrepresented and economically disadvantaged students; an unacceptably high need for remedial education in colleges and universities; and unnecessary costs and administrative burdens for higher education institutions (Center for Postsecondary Education and Improvement, 1998, p. 1).

The Bridge Project includes three research phases. Phase I seeks to understand the policies and practices related to freshman admissions and initial course placement in the six case study states. It also examines secondary school curricula and testing requirements in these states and analyzes the compatibility of content and assessment standards across the K-12 and higher education sectors. Phase II focuses on the communication of higher education admissions and placement requirements and expectations to students, parents and school personnel in the six case study states. In Phase III of the project, the information and findings from Phase I and Phase II will serve as a basis for formulating policy recommendations and guidelines.

PHASE I OF THE MARYLAND CASE STUDY

The Maryland component of "The Bridge Project: Strengthening K-16 Transition Policies" focuses on undergraduate admission and placement policies and procedures at two major public universities in Maryland, the University of Maryland at College Park (UMCP) and Towson University (TU) in Baltimore County. It also examines current and proposed state requirements for high school graduation, including the High School Assessment program, a high stakes testing initiative currently being developed. Based on this information, the study assesses the extent to which higher education admissions and placements policies and practices are compatible with existing and anticipated state-level public elementary/secondary regulations and guidelines related to student preparation for higher education. A particular focus of the Maryland case study is on a formal, high profile, statewide K-16 structure, the Maryland K-16 Partnership for Teaching and Learning, that has been in operation for nearly five years. As part of this examination, the Maryland case study considers the effects of this Council on connections and collaborations between elementary/secondary education and higher education across the state.

PHASE I METHODOLOGY

The University of Maryland at College Park and Towson University were selected for the study for a number of reasons. First, both are part of the University System of Maryland (USM), which includes 11 of the state's 13 four-year public colleges and universities. Second, they have very different missions: UMCP is Maryland's major graduate/research institution while Towson is a comprehensive university historically focusing on undergraduate and master's education. Third, both enroll relatively large numbers of first-time freshman (in Fall 1999, 3,906 at UMCP and 2,115 at TU). Together, they served 48 percent of USM's Fall 1999 total undergraduate population of 38,698 students (Maryland Higher Education Commission, December 1999). Fourth, the institutions are located in Maryland's two major population centers. UMCP is in Prince George's County, adjacent to Washington, D.C. and Towson is in Baltimore County, just outside Baltimore City. Finally, given their size and the diversity of their student populations, both institutions were considered to be the most suitable Maryland campuses to be studied as part of the research to be conducted in Phase II of the project. Senior officials at both campuses, as well as at the USM Chancellor's office, were contacted to obtain permission to include these campuses in the study. They readily agreed to UMCP's and Towson's participation in the project and volunteered to support and assist with project activities.

Senior officials at agencies and organizations identified as critical sources of information for the study, including the Maryland K-16 Partnership, the Maryland State Department of Education (MSDE), the Maryland Higher Education Commission (MHEC), and the Baltimore County Public Schools (BCPS), also were asked for their cooperation and support of the study. All willingly agreed and identified appropriate key contact persons who could provide required information and participate in interviews

As a first step in the data collection process, relevant documents, statistical data and lists of potential interviewees were requested and obtained from all participating institutions and agencies. This information was then reviewed and used to tailor model NCPI interview guides to the Maryland context and to the roles and responsibilities of potential interviewees. Meetings and interviews with key persons were initiated in Spring 1998 and completed in February 2000. Forty-one individuals were interviewed during 23 meetings and individual interview sessions. The information obtained from the documents and interviews was then integrated and summarized to develop detailed descriptions of policies and practices related to undergraduate student admission and placement at the USM, the two universities, elementary/secondary schools and state education agency levels. These summaries were sent to appropriate interviewees for verification of the accuracy and completeness of the information. The descriptive information was then analyzed to identify in what areas, and to what extent, the policies and practices of the various sectors and levels are, or are not, consistent and compatible. This analysis incorporates the insights and perspectives of the interviewees as well as those of the project research team.

This report presents the findings for Phase I of the Maryland case study First, it provides an overview of Maryland's elementary/secondary and higher education systems, the state's proposed High School Assessment program, and the statewide K-16 Partnership for Teaching and Learning. It then provides detailed descriptions of the undergraduate admissions and placement policies and practices of the University System of Maryland and the two case study institutions, UMCP and TU. The report then includes a preliminary analysis of the relationship between the state's current and proposed secondary course content and graduation requirements, and the admissions requirements, selection criteria, and course placement practices at the case study institutions. Finally, the report considers the role and effectiveness of the statewide K-16 initiative as perceived by higher education and K-12 officials.

Chapter II

MARYLAND STATE POLICY CONTEXT

HIGHER EDUCATION AGENCIES AND INSTITUTIONS

ORGANIZATION OF HIGHER EDUCATION INSTITUTIONS IN MARYLAND

Maryland's 53 higher education institutions include 13 four-year public universities and colleges, 16 community colleges, and 24 private colleges and universities. The current organization of higher education in Maryland was implemented in 1988 following major education reform legislation that authorized combining the five institutions comprising the University of Maryland (governed by a Board of Regents) with the state's six comprehensive universities (governed by a Board of Trustees) into one system governed by a new Board of Regents. Among other provisions, this legislation granted these 11 institutions greater autonomy than they previously had, designated the University of Maryland at College Park as the State's "flagship" campus, and established a new statewide coordinating agency, the Maryland Higher Education Commission (MHEC). This Commission was given somewhat greater authority to approve institutional missions, to require accountability and assessment plans, and to require reports than the agency it replaced, the former State Board for Higher Education. The primary impetus for this reorganization was the newly elected governor's (William Donald Schaefer) desire to create "a coordinated, unified system of higher education with first class centers of learning" with a single executive officer accountable to him, and to deal with what the *Baltimore Sun* decried as the "mess in Baltimore." The Baltimore region had multiple public institutions, none of which were viewed as first-rate comprehensive institutions (Berdahl and Schmidtlein, 1996).

Most of the 1988 structure and reforms are still in place. However, in spring 1999, as a result of a study commissioned by the legislature, new higher education legislation modified some of the roles and functions of the University System of Maryland (USM) and of MHEC. Perhaps of most significance, the USM was given greater autonomy from State procedural requirements in areas such as personnel and procurement and MHEC's role in approving institutional missions and academic programs was restricted. As a result, many USM campuses recently have sought approval for a variety of new programs, including doctoral-level programs at some institutions whose missions previously had limited them to the master's level. As of June 2000, there was still controversy over some of these requests, with Morgan State University, a historically black institution in Baltimore City, challenging doctoral program requests by Towson and the University of Baltimore as detrimental to affirmative action. The Federal Office of Civil Rights (OCR) is currently investigating whether some newly approved programs duplicate existing programs at Morgan State University.

As shown on the chart entitled "Organization of Postsecondary Education in Maryland" (see Appendix B), 11 of the state's 13 public four-year colleges and universities now are part of the University System of Maryland, and are governed by the USM Board of Regents. Maryland's two other public four-year institutions, Morgan State University and St. Mary's College, remain outside the USM for political reasons, and have their own governing boards. Fifteen of the state's 16 community colleges are county-based and governed by local boards of trustees appointed by the Governor, usually on the recommendations of local politicians. However, responsibility for one two-year college, Baltimore City Community College, was assumed by the state in the early 1990s because it was experiencing serious financial and management problems. The Maryland Association of Community Colleges (MACC), established by the community college presidents in 1992 after a State Board for Community Colleges was dissolved by the Legislature at the Governor's request, represents community college interests to state government, undertakes cooperative activities among the colleges, and is used by MHEC as a vehicle for dealing collectively with the community colleges. Eighteen of the independent higher education institutions are represented at the state level by the Maryland Independent Colleges and Universities Association (MICUA). Maryland also has approximately 128 proprietary and other postsecondary institutions, many of which are represented by the Maryland Association of Private Career Schools. All of these segments of postsecondary education are coordinated and regulated by the Maryland Higher Education Commission (Berdahl and Schmidtlein, 1996).

Maryland's higher education institutions enrolled over 267,653 students in Fall 1999, including 218,305 undergraduates (Maryland Higher Education Commission, December 1999). Almost half of all undergraduates in state institutions are enrolled in community colleges, nearly 40 percent attend four-year public institutions, and approximately 11 percent enroll in independent colleges and universities. In addition, more than 20,000 students attend private career schools each year. More than three-fourths of the undergraduates in the state's public institutions, as well as over half of those enrolled in the private colleges and universities, are Maryland residents. However, almost 30 percent of Maryland's high school graduates who enroll in college go to out-of-state institutions in comparison to approximately 16 percent nationally (Maryland Higher Education Commission, 1999). A brief description of the major segments of higher education in Maryland is provided below.

The Community Colleges: Maryland's 16 community colleges are all comprehensive two-year institutions that offer associate degree and certificate programs to prepare students for transfer to four-year colleges and/or for a wide variety of vocational/technical fields. Students also may enroll in credit courses for personal enrichment and/or to upgrade their job skills. Maryland community colleges generally require placement testing in basic skills areas and offer remedial/developmental courses that do not carry credit toward graduation. In 1999, the community colleges agreed to use standard instruments (Accuplacer or Asset) for placement testing as well as standard cutoff scores for placement in remedial/development courses. In Fall 1999, Maryland's community colleges enrolled 103,561 students, including 33,631 who attended full-time and 69,930 part-time students (Maryland Higher Education Commission, December 1999).

University System of Maryland: USM includes 11 college and university campuses and two research centers which focus on research and graduate programs in environmental sciences and biotechnology. The 11 college and university campuses have diverse missions, functions and programs. Two are traditional comprehensive graduate/research universities (UMCP and UMBC). A third one is a specialized graduate/research institution (UMB) composed of the professional schools in law, medicine, nursing and social work. Eight are comprehensive universities, including two historically black institutions. One primarily offers only upper division undergraduate and graduate programs. The USM institutions enrolled 108,485 students in Fall 1999, 40 percent of all higher education students in the state. USM's Fall 1999 student population included 80,739 undergraduates (37 percent of all undergraduates in the state) and 10,610 new full-time freshmen (Maryland Higher Education Commission, December 1999). In 1997, the average combined SAT scores of entering freshman for all campuses was 1,052, somewhat higher than the scores of all Maryland high school seniors (1,014) and of all high school seniors nationally (1,016) (Maryland Higher Education Commission, 1999).

Other Four-Year Public Institutions: The two additional public four-year institutions, Morgan State University and St. Mary's College of Maryland, have very distinct missions.

Morgan, with a total Fall 1999 enrollment of 6,568 students, of whom 5,996 were undergraduates, is a historically black institution (Maryland Higher Education Commission, December 1999). It is the most selective of the state's historically black universities and had combined average SAT scores of 941 for entering freshman in 1997 (Maryland Higher Education Commission, 1999). Almost 40 percent of its students are from outside Maryland. St. Mary's is a small undergraduate liberal arts institution which enrolled 1,622 undergraduates in Fall 1999, of whom over 85 percent were from Maryland (Maryland Higher Education Commission, December 1999). It is a highly selective institution that had combined SAT scores of 1,250 in 1997 (Maryland Higher Education Commission, 1999).

Independent Higher Education Institutions: Maryland's 24 independent higher education institutions vary widely in size, mission and selectivity. In Fall 1999, they enrolled 26,397 undergraduates, of whom slightly more than half were Maryland residents (Maryland Higher Education Commission, December 1999). Several of these schools (e.g., Johns Hopkins, St. John's, and Peabody) enroll more than 70 percent of their students from outside Maryland while others are largely composed of Maryland residents (e.g., Notre Dame, Sojourner-Douglass and Villa Julie).

Proprietary and Other Postsecondary Institutions: Maryland's 128 private career schools enrolled approximately 22,000 students in FY 1997 (Maryland Higher Education Commission, 1999). They provide vocational training in a broad spectrum of fields (e.g., allied health, real estate, truck driving, business/computer, bartending, and cosmetology). The state also has approved several out-of-state institutions to offer courses in Maryland.

MARYLAND HIGHER EDUCATION COMMISSION

General Role and Functions

As noted above, the Maryland Higher Education Commission (MHEC) was created by the state legislature as part of the 1988 reform legislation and its responsibilities were modified by new legislation in 1999 (State of Maryland, 1999b). The Commission is composed of 12 members, 11 of them lay members and the other a student from one of the state's institutions, all appointed by the Governor. As of May 2000, the Commission had a budget of $288 million and staff of 81, directed by the Secretary of Higher Education. The Secretary is appointed by the Governor from candidates nominated by the Commission and is a member of the Governor's cabinet.

The Commission is a regulatory coordinating agency, not a governing board. Therefore, it does not play a direct role in the administration of the institutions or in the development of their operational/administrative policies and procedures. However, certain general policies and regulations adopted by the Commission establish parameters limiting institutional discretion in setting policies and procedures. Examples are in the areas of admissions, faculty qualifications, the transfer of academic credit, and institutional publications.

The principal responsibilities of MHEC are to: 1) develop and periodically update a "State Plan for Higher Education," 2) distribute "strategic incentive funds" to institutions to encourage their meeting the goals and priorities of the Plan; 3) develop operating and capital budget funding guidelines and present to the Governor a consolidated operating and capital budget for higher education (but not recommend against items in the USM budget unless they are inconsistent with the Plan), 4) establish and periodically update the format for institutional missions and review and approve mission statements for consistency with the Commission's Plan; 5) implement institutional accountability plans; 6) establish and administer a college preparation intervention program; 7) review proposals for academic programs for consistency with institutional missions and available resources, 8) administer state student financial aid programs and other designated programs.

MHEC has two standing committees composed of Commission members, supported by staff, dealing with education and finance policy. It appoints *ad hoc* committees and task forces to address specific issues and to provide leadership and direction for studies of major state policy concerns. The Commission also has a number of advisory bodies that represent constituent interests or are concerned with various policy issues, including the following standing councils and committees:

Segmental Advisory Council: The Council includes members representing each of the segments of postsecondary education.

Faculty and Student Advisory Councils: Each of these two councils is composed of members representing their respective constituencies at the state's colleges and universities.

Student Transfer Advisory Council: Thirteen members representing all segments of postsecondary education, the Faculty Advisory Council, and the Maryland State Department of Education. Ex-officio members include the Director of Articulation for the University System of Maryland and the Secretary of Higher Education or the Secretary's designated representative, who serves as Chair of the Council. The Student Transfer Advisory Council is created by the Commission to review transfer issues and recommend policy changes as needed. The Council reports annually to the Secretary on the status of transfer and articulation in Maryland.

Educational Technology Policy Council: Members represent the segments of postsecondary education, state agencies, public education, and other interested organizations. They are individuals in a senior administrative capacity who can speak authoritatively for the segment/institution which they represent. The ETPC advises the Maryland Higher Education Commission on issues related to the impact of electronic educational technologies on postsecondary education.

Academic Affairs Advisory Council: Members include representatives from the state's higher education institutions. They provide information and advice on matters related to academic programs and related activities.

Financial Advisory Council: Members represent all segments of higher education as well as the State Department of Business and Management. The Assistant Secretary for Finance at MHEC serves as Chair. The Council meets periodically for the purpose of reviewing such matters as are referred by the Commission or the Secretary for their consideration and advice.

MHEC has specific responsibilities in a number of areas related to student access and success in higher education, including admissions, remedial education, student transfer, student outcomes reporting, and student financial aid. Brief descriptions of its primary role in these areas are provided in the following sections.

Admissions. MHEC has adopted regulations concerning admissions policies that are contained in the *Code of Maryland Regulations, 13B.02.02*. These regulations apply to all degree-granting institutions in the state. These regulations (Maryland Higher Education Commission, February 1999) require that:

- An institution's admissions policy shall be related to the objectives and resources of the institution, and clearly stated.
- An institution that maintains an open-door policy shall make adequate provision for placement testing, counseling, and compensatory services. Similarly, an institution that has a very selective admission policy shall ensure sufficient challenge and stimulus for its students.
- There shall be a demonstrable correlation between admissions policies and educational practices.
- Because the admissions policy affects all aspects of institutional planning, funding, and staffing, an institution shall carefully plan the admissions policy to determine whether it is serving the needs and interests of its students, or how it could be doing so more effectively.
- The admissions policy shall be nondiscriminatory, and in compliance with all State and federal laws with regard to nondiscrimination.
- A student admitted to a degree-granting institution shall: a) be a graduate of a high school accredited either by its own state department of education or by a regional accrediting association recognized by the United States Department of Education; or b) have received a high school equivalency certificate or a high school equivalency diploma.
- Notwithstanding the above paragraph, an institution may admit to college level courses and programs individuals who present evidence, through testing or other means, of the ability to profit from the instruction. In making decisions about the potential of these individuals to complete a course or courses, or programs, the institution may consider previous formal education, equivalency of other learning by examination, and competencies gained through practical experience, maturity, or other appropriate criteria.
- In those instances when a student has been admitted under exceptions to existing institutional policies, the institution shall retain an explanation of those exceptions.
- The receiving institution shall limit the credit earned in or transferred from an associate degree-granting institution to approximately one half the baccalaureate degree program requirement, not

> to exceed 70 credits. The receiving institution shall limit these transferred credits to the first two years of the undergraduate educational experience.

These regulations concerning admissions are not monitored but are enforced on an exception basis, meaning the MHEC only reviews institutional admissions practices under certain conditions: 1) at the time of an institution's initial approval to operate or when some other approval action is required, 2) if complaints are made against an institution related to admissions, or 3) if an institution is undergoing an institutional evaluation for some other reason.

Student Transfer. MHEC has adopted a formal policy regarding the articulation and transfer of credit between degree-granting and non-degree granting institutions (Maryland Higher Education Commission, September 1997). To implement this policy it has established a Student Transfer Advisory Committee. This Committee is composed of representatives representing postsecondary institutions, USM, MSDE, and MHEC. In 1997, this Committee issued an extensive report entitled *Maryland: A Leader in Articulation and Transfer, A Report of the Student Transfer Advisory Committee* (Maryland Higher Education Commission, September 1997). The study reported that 52 percent of new students enrolling in the USM in Fall 1993 were transfer students. In Fall 1995 51 percent of new full-time freshmen in the State's public institutions enrolled in community colleges. The number of transfers from community colleges to the public four-year institutions increased from 4,907 in 1980-81 to 7,022 in 1994-95.

The report made a number of recommendations for improving articulation among Maryland institutions, including the urgent need to improve articulation with the public schools and the private career schools. The report called for partnership between the schools, higher education institutions, and businesses to ensure student competitiveness in a global economy. The MHEC endorsed the recommendations of the study.

MHEC has encouraged the development of the USM electronic data information system, which allows students and advisors at participating colleges and universities (both public and independent) to determine the transferability of courses to all other participating institutions. All public institutions have a "transfer coordinator." MHEC publishes, annually, a *Student Guide to Transfer Among Maryland Colleges and Universities*.

Student Financial Aid. The General Assembly in its 1998 Joint Chairman's Report requested that MHEC conduct a comprehensive review of the over 20 programs comprising the Maryland State Scholarship Program. In its review, MHEC reported that some experts viewed Maryland's "complex, multilayered financial aid system as a barrier to access to higher education" (Maryland Higher Education Commission, September 1998, p. 6). The Commission made a number of recommendations, mostly modifications of the existing programs. Exhibit 5 in the Report (see Appendix C) provides data on the types of awards, the amounts, the number of students served, and each program's percent of total State student financial aid.

On June 13, 2000, MHEC issued a new state plan (described below) that contained information and recommendations with respect to student financial aid. By far the largest source of public financial aid for students attending Maryland institutions is the federal government. In 1998, more than $570 million in federal financial aid was provided to students attending Maryland's public and private institutions (Maryland Higher Education Commission, June 13, 2000). However, the Commission reported that almost 80 percent of that aid was provided in the form of student loans. Institutions are the second largest source of financial aid, totaling $188 million in fiscal 1998. The State's 1998 appropriation for financial aid was $47 million. When compared nationally, the State provided 21 percent less financial aid per full-time equivalent student than the national average. MHEC noted that this statistic is particularly disturbing when juxtaposed with the tuition rates charged by its public senior institutions. Net tuition per FTE in Maryland was 38 percent higher than the national average in 1998 (Maryland Higher Education Commission, June 13, 2000). The Maryland General Assembly, in its 2000 session, made three new scholarship programs available to Maryland students: the Science and Technology Scholarship, the Maryland Teacher Scholarship, and the Maryland HOPE Scholarship (beginning in Fall 2000). A brief description of the student financial aid programs offered by the State for Maryland residents is provided in the Appendix D).

Student Outcomes Reporting. A Student Outcome and Achievement Report (SOAR) was created in response to a mandate in the 1988 Maryland Higher Education Reorganization Act requiring MHEC "to improve information to high schools and local school systems concerning the performance of their graduates at the college level (Maryland Higher Education Commission, September, 1999). The SOAR High School Graduate System (HGS) annually compiles and reports information about SAT and ACT test scores; students' need for remedial work in math, English and reading; students' grades in their first mathematics and English courses; students' cumulative grade point averages after their first year; and students' Fall to Spring persistence in their first year after high school graduation. All Maryland's public two and four-year colleges and universities that typically admit students directly from high school, and the 12 private higher education institutions that participate in the system, annually submit individual student records to MHEC containing this information. These records also include information on the following: high school attended, gender, race/ethnicity, and whether or not the student was admitted as an exemption to normal admissions requirement. Thus, the system can be used to produce reports on the performance of graduates of individual high schools at specific two and four-year colleges and institutions, as well as aggregated feedback on the performance of graduates of local public school systems and private high schools. Reports have been released annually since 1993 when the first report was issued showing outcomes for 1991 high school graduates.

In addition to responding to legislatively mandated accountability requirements, the SOAR was designed to provide information about recent high school graduates to key stakeholders, especially school district personnel, in order to facilitate a smooth and successful transition for those students who attend institutions of higher education (Maryland Higher Education Commission, 1998). The SOAR data also can be used by MHEC and individual institutions to conduct in-depth analyses related to a variety of academic and demographic variables and performance in college. For example, since 1994, MHEC has combined SOAR data with information on students' high school coursework to examine the relationship between students' high school curriculums and their academic performance at a Maryland campus. The findings indicated that those students who took the recommended college-preparatory courses (categorized as "core" students) were consistently more successful on all available indicators of college achievement (need for remediation, grades in initial math and English courses, GPAs) than the "non-core" students, and that these overall findings were almost universally true across high schools, colleges, geographic areas, and racial/ethnic groups.

Although SOAR is an important attempt to link information about students' high school experiences and their performance in college, since its inception, the system continues to raise a number of issues and concerns. Most importantly, until recently, Maryland's two and four-year institutions have not had standard testing practices, cutoff scores or other common criteria for determining who does or does not need remediation. Thus, remediation rates are not comparable across higher education institutions, and high school and school system rates are greatly affected by the mix of schools their students attend. Moreover, because the system does not include data on students who attend out-of-state schools, the results can sometimes be paradoxical, with high schools in more affluent areas that send larger numbers of their highest achieving students to out-of-state institutions, showing lower college-going rates and less success among their graduates than schools who send most of their students to in-state institutions. Despite these limitations, a number of school superintendents contacted in an informal 1998 study indicated that S0AR had provided valuable information on their schools and school systems. However, others reported that "the remediation data in SOAR continues to be not useful" and that "there is too much variability in the data to make it practical in advising students" (Keller, September, 1993). This situation is beginning to change and, as of Fall 1998, all community colleges had agreed to adopt uniform standards for student assessment and placement in reading, writing and mathematics (Maryland Higher Education Commission, 1998). However, the four-year institutions continue to use their own institutional standards and cutoff scores. Several interviewees at these institutions indicated little interest in adopting uniform requirements.

Remedial Education. The 1999 legislation that modified the authority of MHEC updated the Commission's mandate to establish a "college preparation and intervention program" in cooperation with the state's public and nonpublic institutions of postsecondary education, the Council of Maryland's K-16 Partnership, the Maryland State Department of Education, and the local school systems. The purpose of the program " . . . is to raise the level of academic preparedness of economically and environmentally disadvantaged students to enable them to attend and succeed in college." The law (State of Maryland, 1999) specifies that the program may include activities to:

- Improve diagnosis of basic skill deficiencies of middle and high school students to enhance the preparedness of the students for college.
- Establish a testing program, using presently administered tests to the extent possible, to evaluate achievement levels and assess the preparation of high school students who are potentially college bound.
- Compile a list of courses of study recommended for college preparation and distribute copies of the list to the high school students and their parents.
- Provide information regarding college preparation to high school students in a timely manner so the student can make changes to be better prepared for college.
- Improve information to high schools and local school systems concerning the

performance of their graduates at the college level in at least the following areas: a) adequacy of preparation of the students in basic skills on the students' entry into college, b) campus enrollment and transfer patterns of students, c) program choices of the students, d) performance of the students on achievement tests, and e) rate of retention and graduation of students.

- Assist high schools and local school systems in the use of this information to improve student outcomes.

Each year, the Commission is required to submit a report to the Governor and the General Assembly addressing the status of the College Preparation Program. The Governor is required to include in the annual budget bill and appropriation of at least $750,000 to support this program.

The General Assembly also passed a bill in its Spring 2000 session that, effective June 1, 2000, requires the appointment of a 29-member Task Force to Study College Readiness for Disadvantaged and Capable Students. The task force is to develop a comprehensive strategy to ensure the disadvantaged and capable students have adequate opportunities to successfully matriculate and graduate from institutions of higher education. The task force must submit a final report by December 2001 and will terminate on May 1, 2002.

MHEC, in 1996, conducted a study of remedial education at Maryland public campuses, relying on a survey of the public institutions and the outcomes data from the SOAR system (Maryland Higher Education Commission, May 1996). Some highlights from this study included:

- There were more than 46,000 underprepared students enrolled at Maryland public campuses during the 1994-95 academic year, with almost 90 percent of them at community colleges.

- Nearly half of all new students enrolled directly from high school received some form of remediation, 60 percent at community colleges and 25 percent at public four-year institutions.

- The tests used to place students, the methods used to establish cutoff scores and the policies on which groups of students required assessment varied widely across Maryland's public campuses.

- Students who did not receive any remediation had a greater four-year graduation rate than did those who obtained some form of remedial help, including African/Americans, and

- Public campuses spent $17.6 million on remedial courses and activities in FY 1995, representing

1.2 percent of their total expenditures in that year but less than half of the revenues for remedial education were drawn from general institutional funds.

The study also identified a number of policy issues regarding remedial education including:

- How much remedial education should be offered at public institutions, particularly at 4-year colleges and universities?
- Should remedial education be limited to community colleges and/or "privatized?"
- To what extent should remedial education be publicly funded?
- How effective are remedial education programs in terms of students academic achievement, retention, progression and graduation?
- Are students who require remediation more likely to be from specific groups or lacking certain preparation in high school?
- Are current high school graduation standards sufficient for college success?
- How should the institutional differences in the definitions of "remediation" and "college-level work" that arise from the lack of common policies, instruments and standards across Maryland colleges and universities be addressed?

Maryland State Plan for Higher Education

In January 1998, the Maryland Higher Education Commission published a plan for postsecondary education entitled "Educating for the 21st Century." In August 1998, a task force headed by Admiral Charles R. Larson was formed "to study the governance, coordination, and funding of the University System of Maryland" and to report to the Governor and General Assembly on these issues. The Larson Task Force delivered its report in January 1999. Also in 1999, just one year after the publication of the previous state plan, and largely as a result of the Larson Task Force Report, the General Assembly enacted legislation that made a number of changes to higher education, including a call for a new state plan. According to that legislation, the plan was to address present and future needs, capabilities, priorities and objectives for postsecondary education and research in the State and to comply with the State's equal educational opportunity obligations under state and federal law, including Title VI of the Civil

Rights Act.

In preparing this plan, various activities were undertaken over a period of several months to solicit stakeholder input. Eight focus groups of citizens from diverse settings were held throughout the State. A Governor's Conference on Higher Education was held in November 1999. The Governor appointed a Strategic Committee on the state plan, which held a number of meetings and hearings involving college and university presidents, segment heads, representatives from the Department of Business and Economic Development, the Maryland State Department of Education and others beginning in October and continuing through December 1999. The Maryland Higher Education Commission reviewed numerous national reports on issues crucial to higher education as well as a large number of state plans for higher education, including Maryland's January 1998 State Plan (Maryland Higher Education Commission, June 13, 2000).

An initial draft of the new plan, distributed broadly for public comment, led to the creation of an intersegmental work group to collaborate on the development of the plan's final version. This work group included MHEC staff, the Chancellor of the University System of Maryland, the President of the Maryland Independent College and University Association, the Executive Director of the Maryland Association of Community Colleges, the Executive Director of the Maryland Association of Private Career Schools, and a number of institutional presidents, including the presidents of Morgan State University and St. Mary's College of Maryland. On June 13, 2000, the Maryland Higher Education Commission gave final approval to the 2000 Maryland State Plan for Postsecondary Education (Maryland Higher Education Commission, June 13, 2000).

The Plan set forth eight goals and objectives for Maryland higher education. Each of these goals and a brief summary of the objectives relevant to this study are listed below.

> Goal 1: Achieve and sustain a preeminent statewide array of postsecondary educational institutions that are recognized for their distinctiveness and their excellence nationally and internationally.
>
> Goal 2: Provide affordable and equitable access for every qualified Maryland citizen.
>
> Goal 3: Contribute to the further development of Maryland's economic health and vitality.

Goal 4: Support and encourage basic and applied research.

Goal 5: Strengthen teacher preparation and improve the readiness of students for postsecondary education.

Goal 6: Provide high quality academic programs for a population of increasingly diverse students.

Goal 7: Establish Maryland as one of the most advanced states in the use of information technology to improve learning and access.

Goal 8: Achieve a cost effective and accountable system of delivering high quality postsecondary education.

While many of the goals in the plan deal with issues that have some relevance to K-16 cooperation, the issues addressed by Goals 2 and 5 are particularly relevant. The objectives and strategies for achieving Goal 2 include providing adequate need-based financial aid to all qualified Maryland applicants, fully funding the Educational Excellence Award program, and improving marketing and outreach efforts to increase awareness of the financial aid available to students.

The objectives and strategies for Goal 5 include dealing with the acute shortage of teachers in Maryland by redesigning and expanding teacher education, collaborating with Pre K-16 partners to ensure high school graduates are academically prepared to succeed in postsecondary education and the workforce, providing incentives for college and university faculty to work in elementary and secondary schools, working to align high school exit requirements and college admissions standards, increasing early intervention programs for "at risk" students, and encouraging and supporting the goal that all high school students can successfully complete a college preparatory curriculum. The plan describes the need to improve teacher education in the following terms:

> By 2003, Maryland is going to need 11,000 additional teachers, and there continues to be a severe under-representation of qualified minority candidates for teaching positions. Solving the problem of the teacher shortage and improving the quality of teachers in partnership with other stakeholders are among the highest priorities of higher education. Addressing these issues requires close collaboration between institutions of higher education and K-12 schools. Prospective teachers, current teachers, and faculty all benefit from the involvement of college faculty in the K-12 arena. The involvement may take a variety of forms, from providing methods courses in a school setting to teaming K-12 teachers with faculty in order to provide pedagogy courses on campus. Arts and sciences faculty must be involved with bringing up-to-date

> academic content to current teachers and K-12 students. The 1995 Redesign of Teacher Education, adopted as state policy by both the Maryland Higher Education Commission and the Maryland State Department of Education, calls for strengthening the undergraduate preparation of teachers with an increased emphasis on providing a solid foundation in academic disciplines, providing school-based professional training in Professional Development Schools, offering multiple paths to teacher certification, linking teacher training with school priorities and reforms, developing accountability and assessment throughout teacher-education programs, and the continuing professional development of teachers. While progress has been made in the implementation of the Redesign, much work remains to be done (Maryland Higher Education Commission, June 13, 2000, p. 16).

Inter-segmental Cooperation Role of MHEC

An Education Coordinating Committee (ECC) was established by law in 1976 to facilitate collaborative activities between the then State Board for Higher Education (now MHEC) and MSDE. This Committee was composed of three members of what is now MHEC, three members of the Board of Education, the Secretary for Higher Education, and the Superintendent of Schools. Each of the agencies appointed a senior staff member to direct the work of the Committee. This Committee addressed a number of issues of common concern to the two segments of Maryland education over the years. In 1996, the newly established Maryland Partnership for Teaching and Learning K-16 began to fulfill the functions of the ECC, although the ECC continued to be a legislatively mandated entity. The Secretary of Higher Education became one of the three principal leaders of this inter-segmental cooperative venture (together with the Chancellor of USM and the Superintendent of Schools). The character of this partnership is described in more detail later in this report. The Maryland State Plan for Higher Education, issued on June 13, 2000, describes the Commission's current strong commitment to K-16 collaboration:

> Collaboration between postsecondary institutions and public schools is critical to the improvement of education at all levels. Maryland's campuses contribute to the development of a strong system of primary and secondary education by training new teachers and providing in-service continuing education to current teachers. Pre-K-12 education serves postsecondary education by ensuring that high school graduates have the academic credentials they need to succeed in college. It must be recognized that there are limitations to what higher education can do to solve the teacher shortage, and that such issues as salary, the respect given the profession, and working conditions must also be addressed to truly deal with this problem. But to the extent that higher education can improve the situation, it should and must do so (Maryland Higher Education Commission, June 13, 2000, p. 7).

MHEC's commitment to K-16 collaboration will be tested over the coming year following the retirement of the current Secretary of Higher Education on June 30, 2000 and the appointment of a new Secretary by the Governor. Since the Maryland Partnership for Teaching and Learning K-16 is not established by law, but rather through the voluntary cooperative efforts and personal working relationships of the three principals, some of those interviewed for this study speculated about its ability to persist when leadership changes occur in the three major participating organizations.

K-12 EDUCATION IN MARYLAND

ORGANIZATION OF MARYLAND' S K-12 EDUCATION SYSTEM

Background

Maryland's 24 local school districts are contiguous with its local government jurisdictions which include 23 counties and Baltimore City. In September 1999 Maryland's 1,326 public schools enrolled 846,582 students in grades pre-K through 12. This represents a continued increase from the total enrollments of 841,671 in 1998-1999 and 838,500 in 1997-1998. In addition, in September 1999, the state's 1,113 private schools enrolled 181,086 students. Statewide, 54 percent of the September 1999 public school student population was white, 37 percent African/American, four percent Asian and four percent Hispanic. However, there are considerable differences in the racial/ethnic composition of the State's districts, with African/Americans constituting large majorities of two of the state's large school systems (Baltimore City and Prince George's County) while white students comprised over 80 percent of the enrollment in nine districts. In 1999, 46,821 students graduated from the state's public high schools. Based on a statewide survey of seniors, 73 percent intended to attend a college or university, three percent expected to attend a trade or business school, and 15 percent expected to work or enter the military (Maryland State Department of Education, 1999; *Ibid.*, 2000; *Ibid.*, September 30, 2000).

The statewide average cost per pupil (1998-99) was $7,100. Preliminary data for the 1999-2000 school year indicate that the total number of full-time staff in Maryland's public schools was 95,035, including 51,177 teachers. Nearly 35 percent of the teachers had more than 20 years experience and additional 23 percent had taught from 11 to 20 years (Maryland State

Department of Education, September 30, 2000).

Although Maryland is a relatively small state with a population of 5,171,634 at the end of 1999, the county-wide organization of its school districts has resulted in some of the nation's largest school systems (Maryland Electronic Capitol, June 2000). An earlier case study of K-12 education in Maryland suggests that the large size of its school systems "has created economies of scale in district operations, along with a tradition of local independence with respect to curriculum and instruction." It also suggests that "This localist tradition, however, is beginning to give way as the high-stakes, politically secure assessment regime increases state authority." (Timar, Krop, and Kirst, 1997, p.186).

State Board of Education

The State Board of Education is legally authorized to set education policies and standards for pre-kindergarten through high school, certify teachers, monitor school performance and provide some funding for school construction. It also has responsibility for overseeing Maryland's public libraries and vocational rehabilitation programs. The Board is comprised of 12 members appointed by the governor, with 11 members appointed to four year terms, and one student member appointed to a one-year term. The Board appoints a State Superintendent of Schools to serve as the head of the State Department of Education for a four-year renewable term. The State Superintendent serves as the secretary-treasurer of the Board and has an advisory role in its deliberations but does not have a vote (Maryland State Department of Education, June 2000b).

Maryland's State Board of Education has substantial authority and can pass regulations that have the force of law, enact school policy without the consent of the state assembly, and "interpret the true meaning and intent of the law." (Maryland State Department of Education, June 2000b). The Board also approves the annual budget of the Department of Education, the state aid to local education budgets and the state-aided institutions budgets prior to their submission to the Governor and General Assembly for review and approval. MDSE's autonomy from direct legislative control has a long history. Except for setting budget levels and withholding money from low-performing schools, the state legislature is not directly involved in setting educational policy in Maryland, thereby increasing the power and influence of the Board and the State Department of Education (Timar, Krop and Kirst, 1997).

State Department of Education

Under the leadership and direction of the State Superintendent of Schools, the MSDE implements state laws and carries out the policies of the State Board of Education. The current superintendent, Dr. Nancy Grasmick, has been in office since 1991. She is a well-respected educator from Baltimore County and has been a major actor in shaping and promoting Maryland's education reforms, including its ambitious assessment and accountability programs and its emphasis on raising teacher certification standards. Dr. Grasmick has close ties to the "political elite" in Maryland and "has established herself as a capable politician [who has].has proven successful in working with the Board, and, despite a few standoffs with the governor, eventually gained his support for her reform agenda" (Timar, Krop and Kirst, 1997, p.192-193). MSDE's Organizational Chart is included in Appendix E).

The Department is involved in a wide variety of projects that support and extend its work in the areas of school reform and teacher certification. These include developing curriculum frameworks, content standards, learning outcomes and core learning goals. They also include operating regional staff development centers, establishing a statewide assessment consortium, providing special programs for disadvantaged children, and offering teacher training and student assistance programs in areas such as technology and preparation for work. As indicated in its *Strategic Plan, 1998-2003* (Maryland State Department of Education, June 2000c), in the area of public education, the Department's major goals are:

> Goal 1: To ensure all students achieve high academic standards and demonstrate knowledge and skills for success in a dynamic, global economy.
>
> Goal 2: To ensure all local school systems and schools meet or exceed satisfactory MSPP standards.
>
> Goal 3: To ensure that Maryland a professional workforce capable of delivering effective instruction.
>
> Goal 4: To increase MSDE's effectiveness to improve public education.

The State's small size enables the MSDE to work closely with local school districts and the state's higher education institutions. The State Superintendent regularly meets with the district superintendents. MSDE staff also hold regular meetings with their counterparts in the local schools and school systems. In addition, MSDE is involved in a number of collaborative projects with other agencies and organizations in the state. For example, it is collaborating with MHEC in an effort to restructure the State's teacher education programs in order to better prepare teachers for meeting the demands of new school reforms, working with other State departments to address issues related to child health and welfare, and partnering with business and industry to develop programs to facilitate the school to work transition. Among those interviewed, including staff from MSDE, the county school system and higher education staff, there was consistent praise for the open channels of communication maintained among the various sectors of Maryland's educational community (Interviews, MSDE, 11/22/99, BCPS, 11/29/99 and MHEC 12/1/99).

MSDE's Role in Maryland's K-16 Partnership

Maryland K-16 Partnership for Teaching and Learning was created in 1995 as a voluntary alliance of three major educational entities, the Maryland State Department of Education, the Maryland Higher Education Commission and the University System of Maryland. As noted in the Maryland K-16 Partnership Statement (Maryland Partnership for Teaching and Learning K-16, September, 1996, see Appendix F), this Partnership was created to foster the connections required "to achieve the highest levels of excellence throughout all levels of education and the workplace." Since then, the Partnership has played a major role in strengthening communication and fostering collaboration among all sectors of education in Maryland. The formal endorsements by the USM chancellor and the presidents of the system campuses of MSDE's High School Assessment Program are important examples of the current high level of cooperation among Maryland's elementary/secondary and higher education leaders (Leaders of Maryland Higher Education, May 1997). The chancellor's public commitment to aligning higher education admission requirements with the assessment standards, and incorporating its goals into elementary/secondary teacher preparation, are another example of the extent of this cooperation in Maryland (Interviews, USM, 1/14/00). A detailed description of the specific purposes, structure and activities of Maryland's K-16 Partnership are provided later in this report.

The current State Superintendent was one of the founders of this alliance and has strongly supported its goals and activities for the past five years. The Partnership sets directions and identifies initiatives through the K-16 Council, a leadership group composed of corporate, civic and public and private educational leaders. The Superintendent has actively served as the chair of this Council as specified by guidelines calling for the Council's chairmanship to rotate among the

CEO's of the three participating agencies. MSDE's strong commitment and involvement in the K-16 Partnership also is demonstrated by the fact that the Assistant Superintendent for Research and Development has served as chair of the K-16 Workgroup, the group designated by the Council to carry out activities in support of the Council's directions and initiatives (Maryland State Department of Education Research and Development Office, June 2000). It is also indicated by the fact that leaders on the State Board of Education were instrumental in the decision to have the K-16 Partnership serve as the state's Educational Coordinating Committee which was legislatively mandated to promote cooperation between elementary/secondary and higher education (Interviews, K-16 Leadership, 12/13/99).

K-12 CURRICULUM AND ASSESSMENT PROGRAMS

Maryland's Educational Reform Initiatives

Maryland's most recent school reform program began in 1989 after the Governor's Commission on School Performance (sometimes called the Sondheim Commission after its chair, a prominent Baltimore business leader, and later a member and chair of both the Maryland State Board for Education and the Maryland Higher Education Commission) reviewed the state's public education system and made recommendations for improvement. A major focus of these recommendations was that the state should establish comprehensive statewide accountability, assessment and reporting systems. As a result, the Maryland State Board for Education adopted the reform initiative entitled *Schools for Success*, one of the first state reform movements to "hold schools accountable for a high quality education and measurable results for all students (Maryland State Department of Education, 1997, p.1). This initiative incorporated three fundamental premises:

1. All children can learn;
2. All children have the right to attend schools in which they can progress and learn; and
3. Schools must expose all children to equally rigorous content (Maryland State Department of Education, March 1998, p. 1)

The *Schools for Success* reform initiative includes a number of interrelated components. A brief description of the major goals and features of each of these components is provided below.

Maryland School Performance Assessment Program (MSPAP): The primary purpose of the MSPAP assessments is to measure school performance. The program consists of tests that are administered annually to students in grades 3, 5 and 8, with results used only in school-level performance reports, not in determining individual student grades, placements or other outcomes. The content of the tests reflects Maryland's learning outcomes as well as national and international studies and recommendations on expectations regarding student achievement. This information was used by Maryland educators to develop learning outcomes specifying what students should know and be able to do by the end of grades 3, 5 and 8. These learning outcomes were then used to guide testing experts in developing tests that not only assess basic knowledge and skills, but also emphasize higher order skills and require to students to apply what they know about reading, writing, language usage, mathematics, science and social studies. Scores on each of the tests, that serve as indicators of "satisfactory" and "excellent" performance, were identified by a 20 member Standards Committee of teachers, school administrators, content area and assessment specialists, parents, students, university professors. They also were examined by a 17 member Standards Council of representatives of local boards of education, teacher's unions, businesses, students, and the Maryland General Assembly. Following public hearings, they were approved by the State Board of Education (Maryland State Department of Education, 1997, p.1-7; *Ibid.*, April 30, 1998).

The MSPAP tests were initially piloted in 1991 and formally administered in 1993. Statewide, from 1993 to 1999, the composite score indicating the percentage of students in elementary and middle schools who scored at a satisfactory level on the tests increased from 31.7 percent to 43.8 percent. However, most of these gains occurred in the first two years of the program and, for the first time, in 1999, there were small declines statewide and in 15 of the state's 24 school systems. Moreover, based on the 1999 test results, none of the school systems, or the state as a whole, was close to reaching the state's goal of 70 percent of all students achieving satisfactory scores in all six subject areas by the year 2000. With only eight school systems reaching even the 50 percent level, *The Sun* (December 2, 1999, p.A18) reported that the State Board of Education may consider revising the goal and may be more likely to move the deadline up a few years than to change the 70 percent target. In addition to concerns about the recent decline in the composite scores, there has been considerable concern about the lack of improvement in eighth grade reading scores despite substantial state and district efforts devoted to improving performance in this area. Other issues related to MSPAP that continue to be of concern include the gap between the scores of predominantly African-American and largely white schools and school districts and the higher scores of students in affluent areas (*The Sun*, December 2, 1999, p.18a).

Those interviewed for this study supported an observation in the 1997 case study of math/science reform in Maryland that, "This high-stakes assessment is what drives instructional practice in Maryland...teachers are obliged to change instructional methods in order to prepare their students for these exams... (Timar, Krop and Kirst, 1997 p.200). There appears to be considerable debate as to whether this is a positive or negative effect of the testing program. State and county level K-12 administrators interviewed for this study generally appeared to believe that the testing program resulted in increased attention to a challenging curriculum and student learning (Interviews, MSDE, 11/22/99, BCPS, 11/29/99). In contrast, informal conversations with teachers revealed less enthusiasm about the tests and a perception that the testing program unduly restricted instruction to the specific subject matter covered by the test items (Phase II of this project will study teachers and students attitudes about the testing program).

In June 2000, considerable public controversy about the tests emerged when a principal in a high-scoring school in an affluent area was accused of cheating. "Cheating scandals are blamed on tests: critics say real problem is growing emphasis on scores not education" noted a headline in *The Sun* (June 8, 2000, p.A3). An article in *The Washington Post* reported that "parents were first stunned, then angry. The tests have become the focus of the school, many complained. And teachers are teaching to the test" (Schulte, June 11, 2000, p.C1). The ongoing debate regarding the overall effects of the testing effort on instruction also resurfaced in these articles. Some of those quoted commented that, given the nature of the MSPAP tests, teaching to the test could positively influence student learning. However, others said that the tests resulted in excessive pressure and competition among teachers and principals while decreasing attention to important content areas and learning outcomes not measured by the tests. In light of this controversy, the State Superintendent wrote an editorial for *The Washington Post* entitled "Don't Blame the Tests" urging that the unethical lapse at one school should not be used "as a rallying point by the smattering of citizens who oppose the standards of our school reform program" (June 11, 2000, p. B7).

Maryland's School Performance Reports: These reports, which MSDE publishes each December, include disaggregated data by race/ethnicity, gender, and free lunch eligibility. They are a critical part of the state accountability system for measuring progress toward achieving the designated performance standards adopted by the State Board of Education. They present state, school system and school level data on performance indicators that include: MSPAP test results for grades 3, 5 and 8; Maryland Functional Test results for high schools (Maryland State Department of Education, June 2000); yearly attendance rates, yearly dropout rates for grades 9-12; high school diploma and program completion measures; and students' postsecondary education decisions. The annual performance reports also provide supporting data on enrollment, student mobility, students receiving special services, wealth and expenditures per pupil, staffing and instructional time (Maryland State Department of Education, *1997; Ibid.*, March, 1998).

Maryland School Performance Program (MSPP): The MSPP is a school improvement process that holds all schools accountable for achieving high levels of student performance and gives them the responsibility for implementing needed reforms. Thus, all public schools must develop and implement a school improvement plan to address all of the areas for which they did not meet state performance standards. These plans are prepared by school improvement teams that include the principal, school staff members, parents, community and business representatives. Students also are included on the team at the high school level. These teams review the information in the most recent Maryland School Performance Report, develop improvement strategies, evaluate results based on the implementation of these changes, and make further changes until all State standards are attained (Maryland State Department of Education, March 1998, p.3).

State Initiatives for Low Performing Schools: Each January, the State Superintendent of Schools identifies the schools that are both performing substantially below State standards on designated indicators (attendance rates, high school drop out rate and test scores) and not making steady progress towards improvement. These schools become eligible for state "reconstitution" which can include changes in a school's staff, organization and/or instructional program. However, prior to actual state reconstitution, which is considered a last step, local school systems are given the opportunity to develop and implement their own plans for improving the results of the low performing schools in their districts.

MSDE has a number of special programs to help these schools, including technical assistance for teachers and administrators, training for the school improvement team, Carnegie Corporation school reform funds, and a state funded challenge grant program. (Maryland State Department of Education, March, 1998). Since 1994, when the first low performing schools were identified, 97 schools have been deemed eligible for reconstitution, mostly in Baltimore City. However, it was not until Spring 2000 that reconstitution actually was first required for three schools, with implementation to be effective in Fall 2000 (Note from interviewee, July 2000).

School Performance Recognition Awards: In 1995, the Maryland General Assembly approved an award program which provides certificates to schools making substantial improvement for one year, with monetary awards of up to $51, 000 for schools making substantial improvement for two consecutive years. These awards appear likely to increase the pressure on schools to improve their performance by adding financial incentives to the pressures that inevitably arise from making school performance results widely available (Maryland State Department of Education, March, 1998).

Two additional components of the *Schools for Success* reform program, the High School Improvement Program (HSIP) and the High School Assessments (HSA), are currently being developed. They are intended to extend the high expectations and standards that are incorporated in the MSPAP tests to grade 12 by requiring students to pass subject matter tests to receive a high school diploma. As discussed in the next section, how and when the results of proposed subject matter assessment tests will be implemented as high school graduation requirements is still to be determined by the Maryland State Board of Education.

High School Graduation Requirements and Assessment Testing

Maryland's school reform efforts in the early and mid-1990s largely focused on increasing expectations and raising standards at the elementary and middle school levels. At the high school level, the high school graduation requirements for students entering ninth grade in 1993 or later were somewhat strengthened by increasing course and credit requirements in some areas. However, there were no substantial increases in academic expectations and standards. Although high schools were included in the MSPP and the Maryland School Performance Reports, their performance was measured largely by indicators such as high school program completion, attendance and dropout rates, and passing rates on the Maryland Functional Tests. These tests, instituted in 1989, assess minimum competencies in basic skill areas (reading, writing, mathematics and citizenship) and have high pass rates even at the ninth grade level (Maryland State Department of Education Research and Development Office, June 2000, see Appendix G). In 1999, the testing requirements were modified slightly and completion of an approved government course in citizenship was adopted as an alternative to passing the functional test in citizenship.

Work on the High School Improvement Program (HSIP) and performance-based high school assessments that would complement the MSPAP tests for primary and middle schools began in 1994. However, because there was considerable discussion about whether or not students should be required to pass these tests to earn a diploma, it was not until 1997 that the State Board officially approved the development of assessments in five subject areas and mandated that these tests become part of the statewide graduation requirements. Initially the tests were to become part of the statewide graduation requirements beginning with the graduating class of 2004. However, as discussed below, there have been two postponements of this date, and, as of Spring 2000, the graduating class of 2007 would be the first class for which passing the new test would be a graduation requirement (Maryland State Department of Education, March, 1998; *Ibid.*, June 2000; Timar, Krop and Kirst, 1997, p.200).

Currently, Maryland's high school graduation requirements include the academic course and credit and functional test requirements listed below. In addition, students must meet attendance requirements and complete either 75 hours of student service or an alternative locally designed service program approved by the State Superintendent of Schools (Maryland State Department of Education, February 25, 2000, see Appendix H).

HIGH SCHOOL GRADUATION REQUIREMENTS

Total Credits	21
Core Requirements	
English	4 credits
Mathematics	3 credits including 1 credit in fundamental or advanced algebraic concepts and topics and 1 credit in fundamental or advanced geometric concepts and topics

Science	3 credits, including laboratory experience in any or all of the following areas: earth science, life science and physical science
Social Studies	3 credits including 1 credit in U.S. History, 1 credit in World History and 1 credit in local, state and national government
Other Requirements	
Fine Arts	1 credits
Physical Education	½ credit
Health	½ credit
Technology Education	1 credit
Foreign Languages or career or technology option	2 credits in Foreign Languages or 2 credits in Advanced Technology or a state approved technology and career program
Electives	3 credits
Functional Tests	Pass Maryland functional tests in mathematics, reading, writing and take an approved government course (or pass citizenship test if such a course is not offered by the local school system)

The High School Assessment tests will build on the current core academic area requirements in English, mathematics, science and social studies and, eventually, may include a series of 12 tests. The tests will assess students' knowledge of Core Learning Goals (see Appendix I) that have been developed by teams of content experts appointed by the State Superintendent of Schools. As a result of the work of Maryland's K-16 Partnership, numerous higher education faculty have been active members of these teams and worked closely with K-12 educators to help ensure that the goals incorporate the knowledge and skills needed for success in a college or university. Maryland teachers and educators are working with testing contractors (CTB/McGraw Hill and Measurement Incorporated) in developing the tests and scoring procedures. The tests will be administered when a student completes a course containing the Core Learning Goals, with students who fail allowed to retake the test after receiving the assistance required to increase their chances of passing. As originally approved, in Phase I of the High School Assessment program, students will be required to pass three tests (English I, government, and either algebra or geometry) to graduate from high school. A biology test also may be required at the option of local school systems. The Maryland State Board of Education will determine when additional tests in English II, science and history should be implemented (Maryland State Department of Education, June 2000).

Throughout the development of the High School Assessment Program, some teachers, parents, educators and state leaders, including some members of the State Board of Education, have been concerned that some students would not be adequately prepared for the rigorous coursework and tests required by the new assessment program, potentially resulting in unacceptable numbers of students who would be denied a high school diploma. Therefore, in January 1998, the Maryland State Board of Education passed *Resolution #1998-1* which recognized that there are "some students who are not succeeding in one of more of the subject areas covered by the State tests (who) may need further assistance in order to meet State standards" and resolved that "a comprehensive K-12 program of remediation assistance be developed by MSDE and funded by the State and other non-local sources" (Maryland State Department of Education, February, 2000, see Appendix J).

Initially, Phase I of the High School Assessment program was scheduled to be implemented for students entering the ninth grade in 2000, i.e., the graduating class of 2004. However, on December 8, 1998, a one-year delay of the date in which passing the tests would be required for graduation was granted in order to allow more time for extensive field testing and for establishing passing scores based on an analysis of scores for two field test years (1999-2000 and 2000-2001). Based on this delay, the first administration of the Phase I tests as part of the statewide high school graduation requirements would begin with students entering grade nine in September 2001, the graduating class of 2005 (Baltimore County Public Schools, Department of Professional Development, Winter, 1998-1999).

In May 2000, approximately a year and half after the first postponement, the State Board of Education approved a two year delay in making the test results a graduation requirement. However, they adopted the State Superintendent's recommendation that the other aspects of the testing program be adopted as scheduled for students entering in September 2001, including the use of the test results to assess the performance of schools and school systems. They also directed that the tests results should be reported on individual student transcripts (in part because of a belief that students would not take the tests seriously without individual consequences).

This second delay followed extended Board debates about the High School Assessments and about a related Academic Intervention Plan that the Board had adopted in Fall 1999. This plan called for $49 million to fund "mandatory additional help for students who fall behind their peers at all grade levels." In part, the large amount of money requested for this intervention plan reflected MSDE staff estimates that more than 30 percent of students would have difficulty passing the tests without such special assistance. According to Board President Edward Andrews, the intervention plan was essential because "We have to make sure that children have a chance to meet those standards and that children have a chance to pass the test" (Argetsinger, March 7, 2000, p.B1). However, during the 2000 session, the Maryland General Assembly only approved $12 million for the proposed Academic Intervention Plan. Therefore, given that the legislature only provided part of the funding needed to implement the plan and the Board's commitment to providing the support needed to help students succeed on the rigorous tests, it is somewhat difficult at this point to predict when, or even if, the test results will actually be implemented as graduation requirements. To date, after two delays, the use of the tests as graduation requirements has been moved forward three years and numerous issues surrounding the use of the test remain unresolved, and are appearing more complex.

THE MARYLAND PARTNERSHIP FOR TEACHING AND LEARNING K-16

Maryland's K-16 Partnership for Teaching and Learning is an active, voluntary alliance that has undertaken a variety of important initiatives involving a broad range of educators throughout the state. The Partnership was established in 1995 through a formal commitment of the CEOs of the University System of Maryland, the Maryland State Department of Education, and the Maryland Higher Education Commission to develop "strategies for strengthening K-16 standards, competencies and assessments, the professional development of educators, and community engagement in the K-16 initiative" (Maryland Partnership for Teaching and Learning K-16, September 1996, p.1, see Appendix F). The USM Chancellor is widely recognized as being the driving force in establishing this partnership and in formulating its agenda (Interviews, UMCP, 9/10/99, 12/22/99, USM, 1/21/99, 1/14/99, MHEC, 12/1/99). He has continued to played a major role in promoting the Partnership and its activities throughout the System, statewide and nationally (see Chapter III, USM role in K-16 Partnership, Part III). The major premises underlying the creation of the partnership were:

- The education of Maryland's citizens is a shared responsibility of the three entities;
- Meaningful improvement in student achievement at all educational levels requires leadership that promotes and facilitates improvements from kindergarten through college graduation;

- The efforts of Maryland's elementary/secondary schools and higher education institutions will be more effective if common problems are addressed jointly (Maryland Partnership for Teaching and Learning K-16, September 1996, p. 1).

As summarized in a recent State Higher Education Executive Officers' study of K-16 systems and remediation, the goals of the Partnership are far-reaching and include:

- setting standards and expectations for student learning
- increasing college participation and graduation rates
- creating a seamless web of postsecondary education in Maryland
- reducing the need for remediation
- reducing time-to-degree
- increasing the competitiveness of Maryland's businesses
- improving productivity and accountability (Walhaus, 1998, p. 3)

Maryland's K-16 Partnership is a unique voluntary collaboration that draws its strengths and authority from the individual authority and leadership of the heads of the three participating institutions, MSDE, MHEC and the USM. Its work is supported by a 27-member K-16 Leadership Council that includes corporate, civic, and public and private education leaders. The USM Chancellor, the State Superintendent of Schools and the Secretary of Higher Education rotate annually as Chair of the K-16 Leadership Council. The Council meets quarterly to "advise, council, reinforce, and communicate an agenda to support student achievement" (Maryland Partnership for Teaching and Learning K-16 Leadership Council, February 2, 1999). As described earlier, the K-16 Leadership Council also fulfills the function of the state's Education Coordinating Council, a legislatively mandated body that was created in 1976 to improve communication and collaboration between the state's elementary/secondary and higher education leaders.

A K-16 Workgroup was created by the K-16 Leadership Council to provide advice and support for its work. The Workgroup is comprised of nearly 60 members representing similar constituencies to those represented on the Leadership Council and meets at least six times a year. The Workgroup has created seven standing subcommittees to specifically address major issues related to the Council's goals. These committees, and a brief description of their activities are listed below.

Remediation: This subcommittee was charged with addressing a number of major issues related to remedial education. These included: 1) reviewing and summarizing research on remediation; 2) creating a definition of remediation that could be used to assure consistent reporting by Maryland's colleges; 3) identifying factors contributing to the numbers of students who are underprepared for college work; 4) identifying best practices and recommending new approaches for reducing the need for remedial education; and 5) clarifying the role that various types of higher education institutions should play in remediation. This subcommittee produced a detailed report (Maryland Partnership for Teaching and Learning K-16 Workgroup, May 1998) that included a number of specific recommendations calling for various school/college collaborative efforts designed to increase student readiness for college. The report also reviewed the recommendations in the MHEC study of remedial education and made a number of comments and suggestions. These included the following:

- Four year colleges will continue to have a role in remediation, particularly in mathematics where the requirements for high school graduation and entry into the first college-level course are not the same;
- Developmental services should not be "privatized" unless there is clear evidence that the contracted services are superior;
- Efforts to standardize the placement tests and cut-off scores used to determine entrance to college-level courses should continue and be extended from the community colleges to the four-year institutions; and
- Because there always will be some students who will not go to college, there is a need for continued discussion about how closely high school and college preparation can and should be aligned.

Standards, Competencies and Assessments: The Maryland Partnership for Teaching and Learning K-16 Leadership Council charged this committee with "engaging representatives from the K-12 and higher education communities in addressing issues related to the alignment of educational outcomes at the elementary, secondary and postsecondary levels" (see Appendix K). The committee played a major role in involving higher education faculty and K-12 teachers in the collaborative development of the K-12 learning goals in English, social studies, mathematics and science. The goals are being used in developing the High School Assessment program described above. The committee also has supported work of the Statewide English Composition Committee (created by the Maryland Chief Academic Officers group) which has issued guidelines for a "C" paper in the first college-level English composition course and recommended that all Maryland colleges and universities voluntarily adopt these guidelines as standards as soon as possible (Statewide English Composition Committee, March 1998).

Transition Mathematics: The K-16 Workgroup created this committee in 1996 to identify goals in mathematics that would "bridge the gap" between the approved high school Core Learning Goals in mathematics and the knowledge and skills required for college-level credit mathematics courses. In 1998, the committee issued a report that included a set of "Bridge Goals" representing the "minimum core of competencies" students need to enter credit bearing college mathematics courses and a number of recommendations regarding the ways in which the goals could be used in high school curricula and college placement testing. This Transition Committee then continued to work on specifying the content related to the goals, suggesting instructional strategies for incorporating the goals into high school courses, and aligning high school content in mathematics with college placement tests (Maryland Partnership for Teaching and Learning K-16 Transition Mathematics Committee, May, 1998; The Maryland Partnership for Teaching and Learning K-16 Leadership Council, February 2, 1999).

Professional Development: This committee considered options for the professional development of teachers, particularly in the area of pre-service training, and issued a report that supported the changes in teacher preparation programs and certification requirements that are underway in Maryland (e.g. the transition to PRAXIS I and II as assessment requirements for licensure) and called for high standards for both students and faculty in teacher preparation programs. The report also strongly recommended expanding Maryland's Professional Development Schools (collaborative efforts between local schools and teacher training programs in which faculty work with students and staff at participating school sites). The K-16 Leadership Council unanimously supported the Professional Development Schools concept (Maryland Partnership for Teaching and Learning K-16 Leadership Council, February 2, 1999).

National Commission on Teaching and America's Future (NCTAF): The National Commission on Teaching and America's Future Partnership Project is involved in developing guidelines for recruiting, training and assisting high quality teachers. As part of this project, this committee has prepared a teacher training inventory and is developing strategies for addressing areas that need to be strengthened (Maryland Partnership for Teaching and Learning K-16 Leadership Council, February 2, 1999).

K-16 Outreach Committee: This committee, initially called the Committee on Public Engagements, works to encourage community understanding and involvement in the K-16 concept and goals. Through conferences held for K-12 and higher education representatives, the committee has communicated Maryland's elementary/secondary and higher education reforms, including increased standards, the assessment of student performance, and institutional accountability. *The Maryland Partnership for Teaching and Learning K-16, K-16 Leadership Council,* Report to Senate Budget and Taxation Committee, Submitted by Donald N. Langenberg, Nancy S. Grasmick, and Patricia Florestano, February 2, 1999).

Superintendents and Deans/Directors: As a result of recommendations by USM's Deans/Directors Group and the Maryland Partnership for Teaching and Learning K-16 Professional Development Subcommittee, in 1998 this committee was formed to work on resolving teacher training issues of concern to both groups. Teacher training has been a major issue in Maryland for a number of years, and given the anticipated shortage in teachers (see below) is likely to become an even more important issue in the future,

The Partnership also has played an important role in several initiative related to the improvement of education for minorities and other disadvantaged students (Interviews with USM staff, 12/13/99, 1/21/99; *The Maryland Partnership for Teaching and Learning K-16, K-16 Leadership Council,* Report to Senate Budget and Taxation Committee, submitted by Donald N. Langenberg, Nancy S. Grasmick, and Patricia Florestano, February 2, 1999). It has assumed a major role in addressing issues related to the continuing gaps between the performance of African-American and white students by carefully reviewing and then supporting the recommendations in *Miles to Go: Maryland,* a report of the Southern Regional Education Foundation in a memo to the Joint Chairman of four Maryland General Assembly committees (Maryland Partnership for Teaching and Learning K-16, November 30, 1999). As a result, MSDE, MHEC and USM have become involved in a number of related K-16 activities In addition, the Partnership has facilitated the joint development of a successful grant applications for federally funded Title II and GEAR UP grants and has been involved in developing a state pre K-12 academic intervention plan for students not succeeding in reading and mathematics.

At the time of this study, the K-16 Partnership was devoting increasing attention to the area of teacher education, an issue that is becoming increasingly important as Maryland faces a critical teacher shortage. It also was initiating local/regional K-16 programs, with the first regional program established in Western Maryland in Fall 1999 and others being developed in Baltimore City and Howard County. To facilitate this initiative, the USM Director of K-16 Initiatives is working to create guidelines for other local/regional K-16 partnerships throughout the state. In addition, in its February 1999 report to the Senate Budget and Taxation Committee, the Partnership identified the following future activities as critical for achieving its goals:

- Set clear and consistent expectations for student achievement - high school graduation through college admission and success.
- Provide assistance through teacher training and continued professional development to help teachers and educators in getting their students to meet the standards.
- Fully implement Professional Development Schools for training of all pre-service teachers.
- Eliminate barriers and redundancies within and across schools and colleges to enable students to make successful transitions and accelerate learning.
- Provide incentives for collaboration among local school districts, community organizations and higher education institutions–especially in the areas of high concentration of low performing schools–to raise student achievement at all levels–K-16.
- Advocate for the involvement of the arts and science faculty in the rigorous academic preparation of teacher candidates.
- Align college admission with high school assessment (Maryland Partnership for Teaching and Learning K-16 Leadership Council, February 2, 1999).

Those interviewed for this study expressed a variety of perspectives, both positive and negative, about the operation and accomplishments of Maryland's K-16 Partnership. Several said that its status as a voluntary alliance with no reporting authority except through the participating parties is both a strength and a weakness. They noted that the voluntary nature of the alliance limits bureaucracy and unnecessary formality, and that the arrangement allows participants to work together as peers. However, some also noted that the Partnership has no direct authority to ensure that its initiatives and programs are implemented and suggested that the strength and directions of the Partnership were heavily dependent on the specific individuals now serving as CEOs of the collaborating agencies. Although they generally believed that the Partnership had sufficient momentum to continue even if one or more of the current CEOs left, they speculated about the effect such changes would have its future directions and influence. Another concern stemming from the voluntary nature of the Partnerships was its lack of specific funding, either for its own activities or for the institutional programs required to carry out its recommendations. In an effort to overcome this limitation, in Spring 2000, the Council submitted a request to the legislature, requesting that funds for a number of K-16 initiatives be included in the budgets of the institutions with responsibility for carrying them out (Langenberg, Grasmick, and Florestano, November 18, 1999). A somewhat different type of concern, that emerged primarily at the campus level, was that the discussions and activities of the Leadership Council too often did not take into account the realities of campus life or involve the mid-level administrators who often have major roles in implementing new policies and initiatives (Interviews, UMCP, 11/23/99, TU, 10/3/99, 10/12/99).

The Partnership's roles in facilitating support and collaboration among faculty and administrators from both elementary/secondary schools and higher education institutions in the development of the Core Learning Goals for high school graduation and in redesigning and improving teacher education were most often cited as its major substantive accomplishments. Other frequently mentioned accomplishments include its work in the areas of remedial education and in establishing standards for a "C" grade in English composition. However, a recent article by USM K-16 leaders (Chancellor Donald Langenberg, former Vice President for Academic Affairs George Marx, and K-16 director Nancy Shapiro) perhaps best summarizes the general consensus about the contributions of Maryland's K-16 partnership to date, in stating:

> Perhaps the single most important aspect of our partnership is that we have stopped pointing fingers at each other and have begun directing all our energies to solving our problems...we have begun to make some policy recommendations to our governing boards, and those recommendations are the foundations of systemic reform. (Langenberg, Marx, and Shapiro, Jan./Feb. 1999, p. 12).

Chapter III
UNIVERSITY SYSTEM OF MARYLAND

SYSTEM OVERVIEW

SYSTEM RESPONSIBILITIES

The University System of Maryland (USM) is responsible for the governance of 11 institutions and two research centers. The 1999 law prescribing the University System of Maryland states that the USM shall:

> ...provide through its various campuses and programs a continuum of educational services, including undergraduate education, graduate education, professional programs, and research. The goal of the USM is to achieve and sustain national eminence with each component fulfilling a distinct and complementary mission.
>
> Promote excellence at each campus, in accordance with the skills of the faculty, the needs of the region, and the academic programs offered; develop a mission for each campus which builds upon the unique strengths of the campus and embodies a diversity of programs; recruit and retain nationally and internationally prominent and diverse faculty members; actively pursue research funding and private support; promote economic development by creating a well educated work force through undergraduate, graduate, and professional education, targeted research, education extension services, and technical assistance; increase access for economically disadvantaged and minority students; stimulate outreach to the community and state through close relationships with public elementary and secondary schools, business and industry, and governmental agencies; encourage collaboration among institutions for the benefit of the students; and address and respond to continuing higher education needs in order to maintain an educated work force in the state (State of Maryland, 1999b, p. 6).

GOVERNANCE AND POLICYMAKING

The USM Board of Regents

The governance of the USM is vested in a 17 member Board of Regents. One member is a student from a USM campus who serves for a one year term. A second member is the State Secretary of Agriculture who serves *ex officio*. The remaining 15 members are residents of the

State appointed from the general public by the Governor for staggered five year terms. The Regents serve without compensation but are reimbursed for their expenses. The officers of the Board are a Chairperson, a Vice Chairperson, a Secretary, an Assistant Secretary, a Treasurer, and an Assistant Treasurer.

The Regents are provided with a considerable amount of autonomy by law. The law states that they: "May not be superseded in ... authority by any other State agency or office in managing the affairs of the University System of Maryland or of any constituent institutions and centers under the Board's jurisdiction and shall have all the powers of a Maryland corporation which are not expressly limited by law" (State of Maryland, 1999b, p.17). However, the law requires that the Regents consult with the presidents of the institutions when making policy. The Regents provide consolidated budget requests for the USM institutions to the Governor and General Assembly for both operating and capital budgets. Among their other responsibilities, they also review and approve institutions missions and programs, subject to further review and approval by the MHEC. The Regents appoint the Chancellor, as the chief executive officer of the System, and also appoint the presidents of the institutions and system-wide centers.

The Regents have an extensive set of by-laws governing the System's operation. They develop policies and procedures through six standing committees on: 1) advancement, 2) audit, 3) education policy, 4) finance, 5) organization and compensation, and 6) technology. They also receive consultation from four advisory councils: 1) the Council of University System Presidents, 2) Council of University System Faculty, 3) Council of University System Staff, and 4) University System Student Council.

The System Office

The Chancellor serves as the Chief Executive Officer of the USM and Chief of Staff to the Board of Regents. Other principal USM officers include a Vice Chancellor for Academic Affairs, a Vice Chancellor for Administration and Finance, and a Vice Chancellor for Advancement (see Appendix L). The USM office is staffed by approximately 93 employees. The Office of the Vice Chancellor for Academic Affairs is responsible for academic planning and accountability, academic policy, articulation, faculty affairs, federal relations and institutional research. Staff from this office also serves as liaisons to System and statewide committees concerned with academic policies and practices, including the Maryland K-16 Partnership for Teaching and

Learning. The Office of the Vice Chancellor for Administration and Finance is responsible for the full range of system management services, including financial affairs, budget analysis, facilities, personnel and information technology. The USM Advancement Office includes four major divisions: development, advancement services, public relations and state relations.

USM Role in K-16 Activities

The Chancellor, Donald Langenberg, is perhaps the most enthusiastic and strongest advocate for K-16 collaboration in Maryland. In addition, he has used his role as the President of the National Association of System Heads to promote K-16 collaboration nationally. He envisions a seamless, integrated, system of education from pre-school through graduate school. The Chancellor is a strong supporter of using the High School Assessment tests, now being developed by MSDE, as major factors in college admissions, perhaps even as replacements for SAT and other current tests where appropriate. Through his leadership, the presidents of all USM institutions, plus the presidents of the two other public four-year institutions in Maryland, all signed a formal statement endorsing the Maryland High School Assessment Program that includes an express commitment "to align higher education admission requirements with the Assessment Standards and to incorporate the Program goals into our preparation of the next generation of elementary and secondary teachers (Leaders of Maryland Higher Education, May 1997).

The Chancellor's strong advocacy of the K-16 concept also promotes and facilitates the involvement of all System institutions in statewide and campus-based K-16 activities. To help accomplish his goals, he appointed a full-time K-16 Project Director who serves as his chief staff member in developing and coordinating the System's efforts in the state K-16 Partnership. She also works closely with campus leaders to increase institutional understanding and support for the Partnership' s initiatives, and to help the USM campuses develop activities that will further the accomplishment of Partnership and system K-16 goals.

The USM's 1998 academic strategic plan, *Pathways to Perpetual Learning* (Langenberg, May 15,1998), also incorporates a strong commitment to the K-16 concept in its first proposition which states that: "The USM will improve the achievement of students through the K-16 Partnerships for teaching and learning (p.5). This plan also proposes a number of strategies for addressing this goal by increasing access to quality higher education. These include:

- Systemwide discipline group meetings focusing on coordinating undergraduate curricula and admissions with high school assessments, the core learning goals and community college programs;
- Cooperative efforts between Arts and Sciences and education faculty including joint meetings to ensure that education students have a strong grounding in general education and their academic majors and joint appointments for education and arts and sciences faculty;
- School/university/business partnerships for the professional development of in-service teachers;
- Collaboration with community colleges to determine a uniform placement instrument for mathematics and English composition;
- Seeking broad community-wide engagement and recognition of K-16 activities;
- Work with K-12 and community college faculty to develop an alignment between high school graduation and college admissions.

In addition, in this plan the campus provosts were given the responsibility of convening and monitoring the progress of systemwide K-16 committees and campus leaders were asked to appropriately reward faculty for participation in K-16 activities.

The System has obtained substantial external funding to support K-16 initiatives, as well as the time and effort of many of staff members. These include funding from the Pew Charitable Trust for a mini-grant program entitled "Shaping the Future for K-16 Science Education" that support institutional efforts to improving science, mathematics and engineering education, particularly through collaborations across disciplines and among K-12 and higher education faculty. As part of this project, the system held a highly successful conference, supported by funds from the National Science Foundation and the Pew Charitable Trust, which allowed the teams working on specific topics to share information and ideas. Another USM Pew funded-grant program provides up to $5,000 for system faculty to "engage local partnership activities with two-year colleges and local school districts toward furthering K-16 goals of aligning standards in the disciplines, teacher preparation, teacher enrichment, and improving student learning outcomes" (University System of Maryland, Spring 2000a). In addition the System is collaborating with MSDE to fund special faculty development grants focusing on the "Integration of Work-Based Learning into the College Curriculum" (University System of Maryland, Spring2000b).

USM ADMISSIONS, PLACEMENT AND REMEDIAL EDUCATION POLICIES AND PROCEDURES

ADMISSIONS POLICIES

The USM Board of Regents has the overall responsibility for establishing and reviewing admissions policies for all System institutions. The current system-wide undergraduate admissions policy addresses freshman admissions, transfer student admissions, and the admission of second baccalaureate and non-degree students. It also establishes a 30 percent limit on the percentage of out-state enrollment allowed at each system campus. For entering freshman, the USM policy establishes relatively general minimum high school course and grade point qualifications for regular admissions and sets a limit of 15 percent of the entering freshman class on students not meeting minimum System requirements. The System policy also delineates principles for developing procedures for early admission of high school students, home-schooled students, and students from non-accredited, non-US, or other non-traditional secondary schools environments (University System of Maryland Board of Regents, January 11, 1990).

The official USM undergraduate admissions policy grants substantial autonomy to each system institution to "publish its own decision criteria, which may be more rigorous than the systemwide minima" (University System of Maryland Board of Regents, January 11, 1990, p. III-4.00-1) and to "publish other criteria for admission that may include (a) strength of the high school curriculum, (b) trends in performance, (c) citizenship and leadership, (d) special talents, and (e) personal circumstance" (University System of Maryland Board of Regents, January 11, 1990, p. III-4.00-2). The USM undergraduate admissions policy delegates the responsibility for developing admission procedures to the institutions, with the caveat that these procedures be designed to promote regional and racial/ethnic diversity in campus student bodies. Thus, within these general Board of Regents guidelines, campuses can make a wide variety of decisions on admissions standards and practices (Interviews, USM, 1/14/2000, UMCP, 9/10/99). This high level of autonomy reflects the limited degree of authority and control possessed by the USM, and the understanding of senior USM officials that the determination of admissions and other academic policies are closely guarded prerogatives of campus faculty (Interviews, USM, 1/10/2000, 1/14/2000).

Currently there does not appear to be any efforts to make substantive changes in USM's admissions policies and practices, with the possible exception of the Chancellor's interest in the concept of using High School Assessment tests in campus admissions. However, even in this respect, the ways tests will be used will be a campus decision. Moreover, as previously noted, the University System of Maryland has a spectrum of institutions with different missions and goals. According to one senior USM official, the System plans to maintain this diversity in Maryland public institutions. This policy will continue to require differences in campus admissions standards (Interview, USM, 1/10/2000).

The current USM admissions policy initially was developed by the USM's Office of Academic Affairs in conjunction with an *ad hoc* committee of representatives from all USM institutions. It was approved by the Board of Regents in January 1990. In 1996, again with the assistance of an *ad hoc* system-wide committee, the 1991 policy was revised to incorporate a statement recognizing the anticipated changes in high school graduation requirements that will result from implementing MSDE's High School Assessment examinations and directing that the System "policy should be reviewed and revised as necessary to accommodate that transition" (University System of Maryland Board of Regents, January 11, 1990, p. III-4.00-6). The inclusion of this statement reflects the USM Chancellor's strong commitment to the K-16 concept and to the alignment of high school and college assessments. However, no schedule has been established for the mandated review and, at this time, no clear idea of how the use of high school assessment examinations in admissions will be implemented. The Board of the MSDE has announced that it will not support these examinations until sufficient funds are appropriated to implement programs to adequately prepare students to take them (Maryland State Board of Education, 2000).

Current USM Freshman Admissions Requirements

The University System of Maryland's *Policy on Undergraduate Admissions* sets minimum qualifications for regular freshman admission for students who have graduated from high school within three years of intended enrollments (University System of Maryland Board of Regents, January 11, 1990). These include:

- A high school diploma or its equivalent

- A high school GPA of C or better

- A score on a nationally standardized admission examination such as the ACT or SAT

- Minimum core content competency proficiency requirements as demonstrated by a grade of C or better in 19 of the 21 required courses listed below:

Subject	No. Of Year Courses
English	4
Social Science/History	3
Science (at least 2 lab courses and 2 different subjects) (4 years and 3 labs recommended for students interested in math/science field)	3
Mathematics Algebra I or Applied Math I and II (enhanced version) Geometry Algebra II	3
Foreign Language (2), or Advanced Technology Education in a State Approved Tech Prep program (2)	2
Academic Electives	6
Total	21

The extent of campus flexibility in determining admissions standards is clearly demonstrated by the lack of any minimum SAT (or ACT scores), the minimal GPA criteria of only a C or better (with no discussions of how this GPA is to be calculated), and the absence of any clear definitions regarding the content of the required courses. In 1991, USM's Office of Academic Affairs prepared a document describing acceptable course content to provide some guidance to high schools regarding the System's expectations on course content. Approximately 25,000 copies of this document were distributed to school superintendents, principals and others throughout the state (Interview, USM, 1/14/2000).

ENROLLMENT, FINANCIAL AID AND REMEDIAL EDUCATION POLICIES

System policies and perspectives on enrollments, financial aid and remediation, as well as System admissions policies, also are part of the context for campus admissions, placement and developmental education policies and practices. The USM has formal policies on specific aspects of enrollment management and financial aid. However, it does not have any policies related to placement and/or developmental/remedial education. Therefore, within the guidelines set under MHEC policies (e.g. college level math is defined as math that requires intermediate algebra as a prerequisite) each USM campus currently can establish its own policies and procedures regarding placement testing and remedial coursework. Policy making in these areas is viewed as a campus prerogative Thus, despite the considerable interest expressed by various statewide bodies, including MHEC and the K-16 Remediation Workgroup, in establishing uniform practices for placement testing, and for determining when developmental/remedial work should be required, System officials believe that this must occur through consensus rather than by fiat.

The USM's Policy on Enrollment is based on the premise that "As a long-range goal, the State of Maryland should size its education system to ensure that the percentage of working adults possessing a baccalaureate degree is at least equal to the percentage of jobs in Maryland requiring a baccalaureate degree" (University System of Maryland Board of Regents, March 1, 1994, p.III-4.10-1). It also states that enrollments should reflect the state's population in terms of racial, ethnic, gender and economic diversity. In recognition of its responsibilities for educating state residents, it limits out-of-state undergraduate enrollment to 30 percent of the undergraduate student body. To help address these goals, the policy requires the Chancellor, in consultation with the institutional presidents, to present an annual enrollment plan, with ten-year enrollment projections for each campus and the System as a whole, to the Board. In addition, the Chancellor also must submit annual reports comparing actual and target enrollments for each institution, with explanations regarding any differences of more than three percent in these enrollment numbers. Overall, this policy, by establishing target enrollments for individual institutions, and then monitoring the extent to which they are meeting these targets, appears to have significant potential to affect institutional admissions policies and practices if campuses experience pressure to meet their targets or, at a minimum, provide compelling justifications for discrepancies between their actual and projected numbers of students.

The system-wide policy on financial aid, adopted by the Board of Regents in February 1995, essentially says each institution should establish its own policy for awarding institutional financial aid to undergraduates and specifies the elements which must be included in these policies. Institutional aid is defined as "financial assistance provided from state-supported unrestricted funds and includes tuition waivers that are not part of standard USM employee benefits (University System of Maryland Office of Academic Affairs, p.12). The specific elements that must be included in the institutional policies include:

1. Criteria for awards to state-resident and to non-state residents based on need, on merit (including special-talent–academic, artistic, musical and/or athletic), or a combination of need and merit.
2. Criteria for awards to full-time and to part-time students.
3. Criteria for awards to students who transfer from Maryland community colleges, from other USM institutions, from other Maryland public four-year institutions, and from non-Maryland institutions; and
4. Criteria for the inclusion of other mission related awards (University System of Maryland Office of Academic Affairs, p. 12-13).

The policy, like the USM policies on admissions (and *de facto,* its lack of policies on placement and developmental/remediation), grants substantial autonomy to the individual system institutions. Its only requirements are that the institutions provide annual reports to the Board on the proportion of undergraduate tuition revenues allocated to institutional financial aid, the number and proportion of students receiving such aid, and the types of institutional aid awarded (University System of Maryland Office of Academic Affairs, March 11, 1999).

ANALYSIS AND CONCLUSIONS

In conclusion, USM's policies serve as general guidelines and allow system institutions substantial autonomy in setting admissions, financial aid, placement and remedial education policies and practices on each campus. In addition, although the system has established some systemwide goals and directions with respect to enrollment and diversity, the campuses are granted considerable flexibility in the ways in which they strive to achieve these goals.

The system has played a major role with respect to K-16 education in Maryland. The system Chancellor's belief in the K-16 concept has provided much of the impetus for Maryland's statewide K-16 efforts. Moreover, his support for the K-16 movement serves as a strong incentive for USM institutions to participate in statewide and campus-based K-16 activities.

Chapter IV
UNIVERSITY OF MARYLAND COLLEGE PARK INSTITUTIONAL CASE STUDY

INSTITUTIONAL BACKGROUND

MISSION AND FUNCTION

The University of Maryland at College Park (UMCP) is located in Prince George's County, Maryland, a majority African-American suburban county adjacent to Washington, D.C. Established in 1859 as the Maryland Agricultural College, it is now the largest public university in Maryland. The Maryland Agricultural College became one of the nation's first land-grant college in 1867 and, by the early 20th century, had expanded its offerings to include programs in engineering, business and the liberal arts The college added graduate programs shortly before World War I and, in 1920, merged with established professional schools in Baltimore and changed its name to the University of Maryland. Located in a state in which education was segregated by race, UMCP did not admit African American students until 1950 and only began to accept students regardless of race after the Supreme Court's 1954 ruling in *Brown vs Board of Education* (University of Maryland, 1999b).

Until 1988, the University of Maryland at College Park was one of five University of Maryland campuses and institutes governed by the University of Maryland Board of Regents. Under legislation passed in 1988, these five institutions joined the six state colleges and universities to became one of 11 higher education institutions in the new University System of Maryland (USM). The USM is governed by a Board of Regents the presidents of its constituent institutions report to the Chancellor of the system. UMCP also has its own Board of Visitors which, in accordance with the legislation establishing the system, serves as an Advisory Council to the campus president.

Although UMCP has always been the major public graduate/research institution in Maryland, the 1988 legislation officially designated the campus as the state's "flagship campus." This designation was reaffirmed in Maryland's 1999 higher education bill. In accordance with this designation, the campus' 1999 mission statement reaffirms that:

> ...the University of Maryland is committed to achieving excellence as the state's primary center for research and graduate education and as the institution of choice for undergraduate students of exceptional ability. It intends to become one of the most distinguished public universities in the United States...
>
> Excellence is the hallmark of the University of Maryland, College Park, and this attribute is evident in many ways, including the students it recruits and the depth and breadth of their educational experiences. The University of Maryland attracts elite graduate students from around the nation and the world.....The University is committed to increasing the number of exceptionally able undergraduate students and providing them with innovating and challenging programs such as Gemstone, College Park Scholars and the nationally renowned Honors program (University of Maryland Mission Statement, January 2000b, p. 1).

The campus's Board of Visitors is specifically charged to evaluate USM's efforts to provide UMCP with the operating funds and facilities required to for it to be a "flagship" university and "to place it among the top echelon of its peer institutions" (University of Maryland, January 2000b). A recent comparison of key indicators related to this charge, including academic quality, freshman credentials, research funding, fund-raising and state support, indicates that UMCP has made substantial progress towards meeting this goal in a variety of areas (see Appendix M). The university's progress towards meeting this goal is also demonstrated by the fact that, in 1999, it jumped from 30th to 22nd in the U.S. News and World ranking of the top 50 national universities (*Outlook*, August 13, 1999).

UMCP's 14 discipline-based and professional colleges and schools (Architectures and Natural Resources, Architectures, Arts and Humanities, Behavioral and Social Sciences, Business, Computer, Mathematical and Physical Science, Education, Engineering, Health and Human Performance, Journalism, Library and Information Services, Life Sciences, Public Affairs and Music) offer a wide range of bachelors, masters and doctoral degrees. In Fall 1999, the College of Behavioral and Social Sciences had the largest undergraduate enrollment followed by Engineering, Arts and Humanities, Business and Management, Computer, Math and Physical Sciences, and Life Sciences. At same time, the College of Engineering had the largest graduate enrollment, followed by Arts and Humanities, Business and Management, Education, and Computer, Math and Physical Sciences (University of Maryland Office of Institutional Studies, 1999).

ENROLLMENT

In Fall 1999, UMCP enrolled a total of 32,864 students, of whom 24,717 (75 percent) were undergraduates. The total number of students has been relatively stable since 1992, following a five year period in which UMCP's enrollment was reduced by approximately ten percent (from 36,681 in Fall 1988 to 32,923 in Fall 1992). This planned decline was consistent with the University's goal of becoming an increasingly selective institution with a greater emphasis on research and graduate programs. As a result, the total number of undergraduates was reduced while the number of graduate students increased (University of Maryland Office of Institutional Studies, 1999; University System of Maryland, 1998; *Ibid.*, 1999a).

After reaching a low of 23,331 Fall 1993, UMCP's undergraduate enrollment increased slightly to a high of 24,776 in Fall 1998 and then remained stable in Fall 1999. Among all undergraduates, almost 88 percent were enrolled as full-time students, 49 percent were female and 33 percent were minority group members (largely African American (14 percent) and Asian students(13.6 percent). Out-of-state residents and foreign students comprise 74 percent of the undergraduate enrollment with the largest percentage of the over 18,000 Maryland undergraduates coming from two large Washington area counties (approximately from 38 percent from Montgomery and 22 percent from Prince George's). Approximately 25 percent of UMCP's in-state undergraduates came from the largest Baltimore metropolitan area jurisdictions (Howard, Anne Arundel and Baltimore counties, and Baltimore City) with only 15 percent of the in-state undergraduate students coming from all other counties (University of Maryland Office of Institutional Studies, 1999).

In Fall 1999, UMCP's 3,937 new freshmen constituted approximately 16 percent of the undergraduate student population. In part, this relatively low percent reflects the large number of students (2,460 in Fall 1999) that generally transfer to UMCP both from Maryland's community colleges and from other public four year institutions in the state (University of Maryland Office of Institutional Studies, September 22, 1999).

TUITION AND FEES

For FY 2000, the cost for annual tuition and mandatory fees for full-time undergraduates was $4,939 for Maryland residents, slightly lower than the highest in-state tuition and fees charges of $5,160 at the University of Maryland, Baltimore County (UMBC). However, for FY 2000, in-state tuition and fees at seven of the 11 USM institutions were less than $4,500, with four campuses charging less than $4,000 in tuition and fees. Moreover, for FY 2000, UMCP's annual room and Board charges were $6,076, more than $500 greater than the amount charged at Towson, the USM campus with the second highest room and board charges. Thus, for a Maryland resident, UMCP's total cost of attendance in FY 2000, $11,015 for tuition, mandatory fees, and room and board, was higher than any other public institution in the state, and more than $2,000 greater than the comparable costs at the four least expensive Maryland public four-year colleges. For out-of-state students, annual tuition and fees for FY 2000 was $11,524, yielding a total of $17,600 for the annual cost of attendance, including room and board.. Nevertheless, for many prospective students from eastern and mid-Atlantic states, UMCP remains an attractive alternative to many private colleges with total annual costs for residential students of $25,000 or more (University System of Maryland, 2000).

UMCP ADMISSIONS POLICIES AND PRACTICES

ADMISSIONS INFORMATION

Applications, Admission and Yield

UMCP's application pool is getting larger and stronger every year (Interviews, UMCP, 9/12/99) and there has been a steady decline in the percent accepted during the 1990s, from 73 percent in 1992 to 54 percent in 1999. This acceptance rate was dramatically lower than in the previous fall, when 64 percent of all applicants were admitted. In part this reflects the large increase in applicants from 1998 to 1999. From 1992 to 1998, the total number of applicants to UMCP increased from 14,083 to 16,952 with much of the increase resulting from a growth in out-of-state applicants (from 6,899 (51 percent) in 1992 to 9,160 (54 percent) in 1998). In Fall 1999, the total number of applicants rose substantially, to 18,807, contributing to the large decline in the acceptance rate (University of Maryland Office of Institutional Studies, 1999; University System of Maryland, 1999). In part, this reflects increased marketing in New York, New Jersey and other states that send substantial number of students to UMCP as well as the increased costs of many of the privates students from these states traditionally attended.

The percent of in-state applicants accepted generally has been somewhat greater than the percent accepted from out-of-state. The acceptance rate for in-state applicants declined from 79 percent in 1992 to 71 percent in 1998 while the percentages for out-state applicants decreased from 68 percent in 1992 to 59 percent in 1998. During this period, the percentages of admitted applicants who actually enrolled has increased for both in-state and out–of-state residents. However, this percentage is substantially greater for Maryland residents (45 percent in Fall 1998 in comparison to 30 percent for admitted out-of-state applicants).

The campus is proud of its increasing selectivity and the academic credentials of its accepted students. For example, from Fall 1988 to Fall 1999, the mean high school GPA of entering freshman rose from 2.98 to 3.61 and the percent of entrants with SATs of 1400 or over increased from not quite four percent to15 percent. Several interviewees suggested that there was a considerable degree of "self-selection" among the high school students that chose to apply to UMCP, thereby resulting in a applicant pool that included many well-qualified students with strong academic records (Interviews, UMCP, 9/10/99, 10/11/99, 12/22/99). One interviewee even noted with pride that, for Fall 1999, the academic profile of UMCP's entering students was "better" than that of one of the most prestigious public universities and included a mean SAT of 1232, with a high percentage of the students having a combined SAT score of 1300 or greater (Interviews, UMCP, 9/10/99). Another reported that, by mid-December 1999, applications for the following fall's freshman class already were more than 1,000 higher than at the same time in the previous year (Interview, UMCP, 12/22/99).

Freshmen Class Profile

In Fall 1999, 46 percent of UMCP's 3,937 new first-time students were female, 63 percent were white, 14 percent were African Americans, and 13 percent were Asians. Approximately two-thirds of these students were Maryland residents and over 85 percent lived in residence halls during their first semester on campus. Among the students from Maryland, the largest numbers were from Montgomery and Prince George's counties in suburban Washington, followed by the three largest suburban counties in the Baltimore area (Howard, Baltimore, and Anne Arundel) These percentages are nearly identical to the comparable percentages for the previous two years (University of Maryland Office of Institutional Studies, September 22, 1999).

The academic qualifications of UMCP's new first-time students continue to increase steadily. For those entering in Fall 1999, the midrange (25th to 75th percentiles) composite SAT scores ranged from 1150 to 1320, and nearly one-third (1,238) had combined SAT scores of 1300 or higher. The mid-range SAT scores for Fall 1999 represented an increase of approximately 30 points from the previous two years (the midranges for Fall 1997 and Fall 1998 were 1120 to 1290 and 1120 to 1300 respectively). The average high school GPA for new first-time students also increased in the past three years, from 3.48 in Fall 1997 to 3.54 in Fall 1998, and then to 3.61 in Fall 1999 (University System of Maryland, 2000). UMCP had the highest mid-range composite SAT scores among the eight Maryland public institutions which admit freshmen and require SAT scores. These scores were approximately 50 points higher than at the campus with the second highest scores (the University of Maryland Baltimore County) and exceeded the scores at all other campuses by from 100 to 300 points (University System of Maryland, 2000).

GOVERNANCE AND POLICYMAKING

Official Policies

With its autonomy, and the generally non-prescriptive nature of the USM's Policy on Undergraduate Admissions, described in the previous chapter, UMCP has the flexibility to develop and implement policies and practices that promote achieving its goals. Not surprisingly, campus staff do not want to see USM play a stronger role in admissions (Interview, UMCP, 12/22/99).

The most significant factors affecting admissions and merit aid policies and practices at UMCP are its role as the designated flagship in the state and its goal of becoming one of the "top ten" research universities in the nation. The Maryland legislature and the USM, which officially designated UMCP as the "flagship" in 1988, have continued to support its general mission and aspirations (Interviews, UMCP, 9/10/99, 12/22/99; Interview, USM, 1/10/2000).

The current official campus policy on undergraduate admissions has been in effect for almost ten years. It was approved by the UMCP campus president on August 1, 1991, approximately one year after the USM "Policy on Undergraduate Admissions" was adopted. Although UMCP's formal admissions policy has remained unchanged over the past decade, changes in the ways in which the policy was implemented, coupled with limitations on the growth of undergraduate enrollment, have resulted in a steady increase in the quality of entering freshman in recent years (see new student profile and admissions data discussed above).

In terms of admissions requirements, the formal UMCP policy differs from the USM policy (see requirements outlined in the previous chapter) in only two areas. First, it requires two years of a foreign language and does not allow the system-approved option of using tech-prep or service learning courses as an alternative (even though some high schools would prefer to substitute proficiency in a computer language (Interviews, UMCP, 9/10/99). Second, it specifies completion of Algebra I without including the Applied Math I and II alternative noted in the systemwide policy. Like the system policy, no minimum SAT or ACT scores are specified and there is a 2.0 minimum GPA requirement. However, the UMCP policy document states it is "a competitive admission policy, with priority given to those students with the most outstanding academic credentials (University of Maryland, August 1991, p.1). It also emphasizes the importance of factors in addition to test scores and GPA in making admissions decisions, stating that those responsible for making admissions decisions "may review an applicant in light of his/her unique talents and abilities such as accomplishments in fine arts, leadership and athletics" (University of Maryland, August 1991, p.1).

Recently, in response to a request from the new campus President, UMCP's Admissions Director developed an admissions "philosophy" statement (University of Maryland Office of Admissions, June 9, 1999). This statement, which was still being reviewed by the President at the time of this study, highlights UMCP's role as the designated flagship campus of USM with the legislatively mandated mission of enrolling "highly qualified students who have academic profiles that suggest exceptional ability" (State of Maryland, 1992; *Ibid.*, 1999a). It also reflects UMCP's most recent mission statement, which emphasizes its commitment to diversity and its responsibilities as a public land grant institution "to educate state residents to become knowledgeable, effective, contributing citizens (University of Maryland, January 2000). More specifically, the statement highlights the criteria used to choose among all "admissible" applicants (i.e., those who meet UMCP's minimum criteria for admission) and thus considered "capable of acceptable college performance" (Interview, UMCP, 9/10/99). These criteria are:

- the strength of students' educational performance, as measured by the nature and rigor of their curricula and their academic achievements;
- the students' aptitude for college success as evidenced by their performance on nationally normed standardized tests;

- the students' qualities that are likely to promote beneficial educational pluralism. Such qualities include: racial or ethnic background, exceptional talents, geographic origin, and personal experiences or perspectives;

- the students' potential to contribute to the campus and community life as evidenced by their involvement in extracurricular activities, community service, and their demonstrated leadership in such activities;

- students' success in facing adversity and overcoming obstacles (University of Maryland Office of Admissions, June 9, 1999).

Policy Implementation

Key Actors. The UMCP Provost is responsible for setting enrollment targets and articulating admissions goals (Interviews, 9/10/99). In 1993, the Provost formed the Enrollment Management Working Group (EMWG), staffed with administrators representing relevant areas across the campus, to assist in establishing these targets (Umbach, May 23, 2000). Since the campus was designated as the "flagship" for the USM, increasing the academic credentials of entering freshman classes has been an important factor in all enrollment management decisions. According to one interviewee, in recent years, it has become increasingly important "to make the next class better than the one before" (Interview, UMCP, 12/22/99).

The Admissions Director, who has been in this role for many years, plays a major role in developing and carrying-out specific campus admissions policies and procedures. In fulfilling these responsibilities, as well as when implementing policies and procedures, the Admissions Director and her staff have ongoing dialogues with the Provost and Dean of Undergraduate Studies, and work closely with college deans and key faculty.

The primarily role of the campus Admissions Committee is to hear appeals regarding admission decisions. It does not set specific admissions policies, oversee the annual admissions process, or participate in initial admissions decisions. Generally, the faculty was reported to "trust" the admissions staff to keep in close contact with the college deans and to keep the process "transparent." The Admissions Office has invited those that are interested sit in and observe or even participate in the process; however, it was reported that faculty or other staff rarely became heavily involved (Interview, UMCP, 9/10/99). The Admissions Office also is involved in selecting students for merit-based aid and for admission to UMCP's programs for academically talented students, University Honors and College Park Scholars programs and works collaboratively with staff in these programs in establishing and implementing selection policies and procedures that help fulfill campus goals (see below).

Changes in Policy Implementation. Over the past ten years, the major factors leading to changes in the way admissions decisions were made included: 1) the increased quality of applicants, 2) grade inflation that diminished the meaningfulness of high school grades, 3) increased campus interest in raising academic standards to become a "top ten" institution, and findings of "environmental scans" that have helped assess "what the competition is doing," regionally as well as in Maryland (Interviews, UMCP, 9/10/99). Primary competitors, as defined by overlaps in applications, include the University of Virginia, the University of Michigan, George Washington University, the University of Maryland Baltimore County, Towson University, Pennsylvania State University, and the University of Delaware. In recent years there has been a substantial (approximately 25 percent) increase in out-of-state applications. Given the growing numbers of out-of-state applicants, the current selection process may require some adjustments to ensure that USM requirements and campus goals regarding out-of-state enrollment are met (Interviews, UMCP, 9/10/99).

Legal decisions, including challenges to using affirmative action criteria in admissions decisions, also have affected the way admissions decisions were made. The Admissions Office was advised that using a more "qualitative" approach, employing a wide variety of factors (e.g. first-generation college student, economic disadvantage, extenuating circumstances, special talents), was less prone to successful legal challenges. However, in Maryland, the use of race/ethnicity as one factor in admissions decisions has not yet been formally, or entirely, eliminated (Interview, UMCP, 9/10/99).

During the late 1980s and early 1990s, specific changes in UMCP's admissions processes included: an increase in the number of selection factors used in application reviews for admissions and merit aid, the adoption of a more "qualitative" student selection process and a substantially decreased emphasis on ranking applicants using numbers, such as SAT scores and GPAs. The use of a sliding SAT/GPA scale was discontinued in 1987, in part because of increases in the quality of applications made these scales less useful for making admissions decisions, and because of an increased recognition that a comprehensive review of multiple factors is a better way to evaluate applicants. Approximately eight years ago, the Admissions Office stopped calculating standard academic averages and started to use averages as reported by the high schools. Following these changes, the process has been relatively stable (Interviews, UMCP, 9/10/99, 12/22/99).

Anticipated Changes. At present, there are no plans to make major changes in UMCP's admissions or merit aid policies and practices. However, there will be adjustments to accommodate the increased demand for admission within the "no-growth" policy for undergraduate enrollment. For example, in accordance with the systemwide policy limiting total out-of-state enrollment to 30 percent of total enrollment, UMCP now admits about 27 percent of its students from out-of-state even though these students account for 50 percent of applications for freshman admissions. The Provost has asked that this be reduced to 25 percent and the Admissions Office anticipates that they will be able to comply with this request by "tinkering" with the implementation of current policies and practices. This will provide some additional freshman slots for in-state applicants (Interview, UMCP, 9/10/99).

Through her participation on various statewide and systemwide committees, the Admissions Director is aware of potential changes in admissions policies that may result from Maryland's K-16 initiatives, including its emphasis on tying subject matter proficiency to college admissions and implementing Maryland's High School Assessment tests (now scheduled to be noted on high school transcripts in 2005 and to required for graduating for the 2007 graduating class). The USM Chancellor's strong support of the Maryland State Departments of Education's High School Assessment program, and of using the results on these tests in admissions decisions, is of particular importance to all USM institutions. However, the Admissions Director noted that if UMCP is to continue to draw students from all over the country, Maryland tests cannot be the "whole story" in terms of admissions. She also noted that there is some resistance to the new high school assessments and graduation requirements by school personnel and that the use of these tests in admissions has a long way to go because there is still no experience with this practice in Maryland. In recognition of the importance of documented subject matter proficiency, the Admissions Office considers SAT II scores if available but does not require them because of their costs to students (Interview, 9/10/99).

The Admissions Office also keeps aware of what other states are doing in terms of improving admissions practices and working with K-12. For example, at the time of this study, they were examining how the PASS system in Oregon works. The findings from these examinations are then evaluated in terms of their usefulness in Maryland, and when appropriate may serve as a basis for developing improvements to UMCP's admissions policies and procedures (Interviews, UMCP, 9/10/99)..

CURRENT ADMISSIONS POLICIES AND PRACTICES

Basic Application Procedures and Practices

Admissions Applications. All applications for freshman admission, including applications for certain UMCP colleges, schools and programs which limit enrollment through special selection criteria (Limited Enrollment Programs, LEP) are sent to and are processed in the Office of Undergraduate Admissions (Interviews, UMCP, 9/10/99). Freshman applicants must provide: 1) a complete undergraduate admission form, 2) a non-refundable application fee of $45; 3) an official high school transcript; 4) an official SAT I or ACT report, 5) a completed counselor recommendation form, 6) official transcripts of any prior college work, and 7) a personal essay. In addition, they are encouraged to submit one or two written recommendations from a guidance counselor or academic subject teacher who can provide additional information about the applicant's academic potential and personal qualities (University of Maryland, 2000c).

Students who submit their applications by the December 1st "priority application deadline" receive "best consideration for admission, merit-based scholarships and invitation to University Honors or College Park Scholars" programs (University of Maryland, 2000c, p.3). These applicants are notified of their admission decision or sent a deferral letter on February 1. The regular admissions application deadline is Feb. 15. These applicants, and those who have been deferred, are notified of their admission status no later than April 1. Applications received after the Feb 15 deadline are considered on a space available base. The Director of Admissions sends students the notifications of admissions decisions and informs them of the May 1st deadline to declare their intentions to enroll (Interview, UMCP, 9/10/99)..

A waiting list is maintained, with final decisions regarding fall admission mailed no later than June 1. Some students on the waiting list are offered the opportunity to enroll for the following spring semester. For the 1999-2000 academic year, approximately 600 students, who were originally on the waiting list, were offered spring admission (about 250 students accepted this offer in 1998-1999). According to the Associate Director of Admissions, "There are some really good students that we couldn't accommodate {in the fall}...This allows us to serve a group of them in the spring semester" (*The Diamondback*, 8/5/99, p.2). Although the practice of offering deferred spring admission has been used for the past four or five years, it is not described to fall applicants in the admissions information materials.

Students also may apply directly for admission to the spring semester. The regular application deadline is December 15. Early application is strongly recommendations because space is limited and applications are reviewed, and admission decisions released, on a rolling basis. Students are not directly admitted to the summer session. However, newly admitted students may enroll for summer session courses.

Merit Scholarships and Programs for Academically Talented Students. The standard admissions application is used for selecting students for UMCP's merit scholarships and for inviting students to participate in the University Honors and the College Park Scholars programs. The December 1st priority application deadline automatically qualifies students for consideration for campus-wide merit scholarship awards and all honors programs. The application process for admissions, merit aid, and honors is combined, although students may be asked to come for interviews for some merit aid programs (Interviews, UMCP, 9/10/99).

Some colleges and departments also provide merit scholarships for academically talented students. Interested students must obtain information about applications procedures and requirements for these awards directly from the colleges and departments (University of Maryland, 1999b).

Admissions Requirements and Selection Criteria

As discussed above, UMCP's formal admissions requirements closely parallel published USM policies. However, at UMCP these requirements are used as minimums in a relatively more "qualitative" approach to making admissions decisions, similar to those used in many highly selective private institutions. Since the number of minimally qualified applicants substantially exceeds the number of available spaces, UMCP, consistent with its designated mission, employs a broad array to factors to select a diverse, highly talented student body. Prospective students are informed in a variety of publications (e.g. catalog, application brochure and the Admissions Office website) about UMCP's minimum requirements, its selectivity, and its approach to making admissions decisions (Interviews, UMCP, 9/10/99, 12/22/99). Specifically, they are told that:

> The Admissions Committee considers each application for freshman admission individually, reviewing the student's academic record, the rigor of the student's high school academic program, SAT I and/or ACT scores, class rank (if available), essay, extracurricular activities, counselor recommendations and other letters of recommendation. Maryland residency, special talents and/or abilities, personal background and Maryland alumni/ae affiliation may be taken into consideration.
>
> As prescribed by the Board of Regents, the university expects all applicants, at a minimum, to have completed by graduation the following course work:
>
> - Four years of English
> - Three years of mathematics, including algebra II and plane geometry
> - Three years of history or social science
> - Two years of laboratory science
> - Two years of a foreign language
>
> The above criteria represent the minimum requirements to be considered for admission. Successful applicants typically presents academic credentials which exceed the minimum, including a fourth years of mathematics, several honors and or Advanced Placement (AP) or International Baccalaureate (IB) courses and additional academic electives (University of Maryland, 2000c).

Prospective students also are provided with data about the number of freshman applications received, numbers admitted and enrolled, and about the level of achievement of the most recent admitted class in terms of grades and SAT I scores. For example, the following information regarding freshman admitted in Fall 1999 (University of Maryland, 2000c), was provided to potential applicants for Fall 2000:

UNIVERSITY OF MARYLAND: FALL 1999 FRESHMAN CLASS DATA

Grade Point Average:
Above 4.0: 25 percent, Between 3.4 - 4.0: 50 percent, Below 3.4: 35 percent

SAT I (or ACT):
Above 1340: 25 percent, Between 1170 - 1340: 50 percent; Below 1170: 25 percent

Freshman Applications:
Received: 18,787, Admitted: 10,230, and Enrolled: 3,918

Similar information is widely disseminated in various articles, both in campus newspapers and the general press, as well in various college guidebooks. However, while prospective students are informed about the importance of academic achievement, and provided with general guidelines on expected levels of achievement and the use of subjective factors in making admissions decisions, they are not provided with any specific information about the relative weights given to various admission criteria.

The admissions criteria for some colleges and majors are more competitive than the requirements listed above. These majors are listed in the application brochure with the specific admissions requirements for these majors specified in the catalog. The College of Engineering is the largest of these limited enrollment programs. All prospective students are informed that:

> ... selecting a limited enrollment major does not reduce your chance for admissions to the university. Students who select limited enrollment majors for which they do not meet the more competitive requirements or available space is filled, will be admitted to the College of Letters and Sciences instead. Early application is encouraged (University of Maryland Office of Admissions, 1999, p. 9A).

Selection factors: More than 45 variables are used in making admissions decisions at UMCP (University of Maryland Office of Admissions, November 1998). A summary list of these factors, and how they are defined, is provided below:

> High school graduation: A high school diploma or its equivalent is generally required; however, there are policies related to early admission of exceptionally well qualified and gifted students.
>
> Test scores: SAT I (or ACT) is required; SAT II and Advanced Placement scores are considered if available.
>
> High school GPA: Senior year grades are not used for applications received by the December 1st priority deadline for which decisions are made by Feb. 1. First semester grades are used in re-evaluating deferred applications, and for regular (Feb 15) applicants and late applicants. GPA is used as calculated by the high school; however the whole

transcript, including the type of curriculum, the nature of courses (honors, AP, etc) and the type of high school are considered in evaluating the GPA.

Class rank: Rank is considered when it is available. The admissions staff reported that class rank is becoming less and less available, largely because of political pressures from parents (only 60 percent of applicants report ranks). As with GPA, the status of the high school is an important factor in evaluating class rank.

Required coursework: Applicants must meet the minimum course requirements as described above to qualify for regular admissions;

Quality of coursework: The type of curriculum pursued, including the number of advanced and level courses and the nature of the individual courses (AP, honors, etc.).

Personal statements: Essays are required as part of the admissions application and are reviewed in evaluation application materials. However, they are not always a key factor in making admissions decisions.

Recommendation letters: Counselor recommendations are required and written recommendations from counselors and academic teachers are requested. Again, these letters are reviewed as part of the application folder but, like personal statements, they may not always be a key factor in selection.

Maryland residency: Since USM limits total out-of-state enrollment to 30 percent, residency cannot be ignored in making enrollment decisions. At present 50 percent of the applications are from out-of-state However, since the yield rate for accepted out-of-state students is considerably lower than for accepted in-state students, using relatively similar standards for both groups has resulted in a freshman class with approximately 27 percent non-Maryland residents In recent years, the GPAs and SAT scores of in-state and out-of-state applicants have been relatively similar. However, since preference is given to in-state residents in awarding merit aid, the in-state students who actually enroll have somewhat higher scores and grades than enrolled out-of state students.

Geographic diversity: Consistent with the USM policy indicating that student enrollment should be drawn from all areas of the state, geographic diversity is one of the factors considered in UMCP's selection process

Status of high school attended: In evaluating GPAs, class rank, coursework, and various other factors, Admissions Office staff believes it is important to understand the nature of the high school, including the characteristics of its student body, the rigor of its curriculum and its academic and grading standards.

Extracurricular, work and community activities: Achievements in these areas can have a positive influence on admissions decisions, especially if these achievements are particularly noteworthy.

Applicant background information: All of the factors listed below are given some consideration in making enrollment decisions, particularly in cases where test scores and/or GPA may be somewhat lower than is usually acceptable

- First generation college
- First generation English-speaking
- Economically disadvantaged
- Race/ethnicity
- Legacies
    - Children/siblings of alumni
    - Faculty/staff children (if a faculty child is to be rejected, the parent is called and possible alternatives discussed)
- Extenuating circumstances
- Special talents/skills
- Breadth of experience
- Demonstrated interest in the university

Making Admissions Decisions/The Selection Process

According to the Admissions Office staff, most high school students currently applying to UMCP are capable of being successful university students (Interview, UMCP, 9/10/99). Thus, the process of selecting entering freshman has become increasingly subject to complex judgments, with fewer decisions made on the basis of traditional quantitative criteria. Beyond the required minimums, there are no absolute quantitative standards or any academic index, such as a grid based on SAT scores and GPA, used in the selections process. All decisions are made based on reviews of the complete application folders. For the class entering in Fall 1999, this involved reviews of more than 18,000 applications (Interview, UMCP, 9/10/99).

The selection process is highly centralized, with the undergraduate admissions office reviewing and making decisions on applications to all schools and colleges, as well as playing a major role in decisions on merit based aid and on admission to the University Honors and College Park Scholars programs. There are no college or departmental undergraduate admissions committees or any formal participation by departments or individual faculty. However, as described below, the process of determining full scholarship awards that cover all or almost costs of attendance, including tuition, fees, room and board is a cooperative effort that includes a broadly based campus-wide committee and representatives of the Admissions Office (Interviews, UMCP, 9/10/99)

Reviews of applications submitted by the December 1st priority deadline begin in late November and continue throughout December and January with decisions completed by February 1. There are some deferrals to obtain first semester senior grades. However, 80 percent of the freshman class is filled on the basis of applications submitted by the December 1st priority applications deadline (Interviews, UMCP, 9/10/99).

Information from all applications is entered into a computer database that is used to facilitate the initial reviews. The applications are sorted into alphabetical groups and each group is then assigned to one of seven admissions counselors. In their initial sorting, these admissions counselors identify the most talented as "clear admits". In addition, those on the "cusp", and those who might be considered for admissions as "exceptions", are identified for further reviews. The profile of the previous years entering freshman class (in terms of SAT and GPA) provides a rough guideline for these reviews. However, the full range of selections factors are considered even at this stage of the process (Interviews, UMCP, 9/10/99).

Academic achievement remains the primary consideration in all reviews. The type of curriculum and participation in honors, AP and other high-level course work are important considerations. For example, a student with a 3.0 GPA who completed many AP classes may be more likely to be admitted than one with a higher GPA based on less academically challenging courses. The admissions staff reported that, through regular visits and other communications, it is very familiar with both Maryland high schools and major feeder schools in other states. They use their knowledge of various high school characteristics, including grading practices, curriculum and student characteristics when evaluating students on academic factors such as GPAs, coursework and class rank. For example, they indicated that they are aware of which schools produce students with high GPAs in comparison to their test scores and use the GPA information accordingly. In addition, in evaluating GPAs, evidence of progress in student's performance is considered, with higher grades in the later years of high school seen in a positive light (Interviews, UMCP, 9/10/99).

Admissions staff regularly discuss decisions informally as well as in staff meetings. The Assistant Director reviews those identified as "clear admits" in the initial screening to make sure there are no "flukes." She also makes weekly checks to ensure consistency in the decision-making process and the achievement of admissions goals (both in terms of target numbers and campus goals of admitting a talented, diverse class that includes students throughout the state). Most applications are read a number of times, with the applications of the most talented read the most because they are being considered for the University Honors and College Park Scholars programs, and/or for merit aid. Although not all applications are discussed, all are read at least once and those being considered for honors are read by teams of four to five (Interviews, UMCP, 9/10/99).

The admissions staff makes decisions in borderline cases, generally through informal staff discussions and/or during admissions staff meetings. In making these decisions, staff consider campus priorities in terms of ethnicity and residency, including the distribution of freshman among various counties within the state, as well as the in-state/out-of-state percentages. Other student characteristics, such as special talents and skills, types of extracurricular and community experiences, and family background also influence these decisions. The admissions staff also consult with staff in the academic colleges/departments/schools and with the personnel responsible for special programs whenever they consider it appropriate (Interviews, UMCP, 9/10/99).

High school counselors were said to typically agree with UMCP's admissions decisions and often were consulted on "close calls." There are many phone calls and/or letters from the parents of rejected applicants about admissions decisions, particularly from parents of students who are in the bottom quartile in terms of scores and/or grades. However, decisions are not changed on the basis of complaints unless a real mistake was made. The Admissions Director indicated that once she explained the basis of the decision, the callers generally understood and accepted the decision (Interviews, UMCP, 9/10/99).

Colleges, Departments and Programs (Limited Enrollment Programs). The Admissions Office makes decisions for all units based on the requirements of general USM policy, the UMCP campus admissions' philosophy, and any additional criteria that have been established for particular colleges, schools or majors. Admissions staff work closely with faculty and administrators in campus colleges, schools and departments to develop additional criteria for those that have more selective admissions standards. Several colleges and schools (Life Sciences, Agriculture and Music) have their own admissions staff who are responsible for recruitment activities for their units and who also work with central admissions officers in developing special selection criteria for their units (Interview, 12/22/99).

Although there is no formal college/school/department involvement in the admissions decisions process, the Admissions Office staff may work with college and school-based admissions personnel in making admissions decisions for those units and, at times, may communicate with unit faculty and/or staff in making decisions about borderline cases. As mentioned above, students who do not meet the more stringent criteria of certain colleges/programs are automatically considered for, and admitted, to the College of Letters and Sciences if they meet its criteria. These students are provided with an explanation as to why they were not admitted to the selective program of their choice and advice on the courses they should take to be admitted to their desired college/program in their sophomore year (Interviews, 9/10/99).

University Honors/College Park Scholars and Merit Scholarships. The Admissions Office works collaboratively with program staff and a campus committee to select students for UMCP's programs for academically talented students. These include the University Honors Program for the most academically talented students (approximately 650 (17 percent) of all entering freshmen) and the College Park Scholars Program, a living/learning program for the next most able group of students, approximately 700 (18 percent) of all entering freshman. During the initial admissions review, students who might be eligible for one of these programs are "flagged." Several weeks later, there is a more in-depth review of those flagged for honors which involves collaboration among program staff members, a campus committee and admissions office staff. Decisions then are made about who will be invited to participate. These decisions are based on individual evaluations of prospective students' completed university admissions application with respect to information on academic achievement in high school, test scores, the application essay and letters of recommendation (Interviews, UMCP, 9/10/99). For Fall 1999, students invited into the University Honors Program had an average weighted GPA of 4.0. The middle range of SAT scores (25th to 75th percentile) of invited University Honors program participants was 1350-1460. For all College Park Scholars, in Fall 1999, the average high school GPA was 3.76 and the mid-range SAT scores were 1220 to 1320 (University of Maryland Office of Institutional Studies, 1999; University of Maryland Office of Admissions, 1999).

Selection criteria for the most prestigious campus-wide scholarships include all the factors used in evaluating students for the University Honors and College Park Scholars programs plus a personal interview. Prospective students are informed that extracurricular activities, awards and honors, an essay, community service, particular talents and skills, leadership and character, as well as academic achievement, all "play a part in final awards" (University of Maryland, January 2000c).

Policy Exceptions

While USM system policy limits the percentage of students who may be admitted without meeting systemwide admission requirements to 15 percent, at UMCP only four percent of the students were admitted as exceptions in Fall 1999 (approximately 140 students). There are no conditional admissions (Interviews, UMCP, 9/10/99).

The Admissions Office staff makes all decisions about exceptions. In making these decisions, they often work closely with the colleges and departments, particularly departments such as athletics, music and dance, which are more likely to have students with special talents that they advocate admitting as exceptions. Those students who are admitted as exceptions are required to enter a special advising and support program (Interviews, UMCP, 9/10/99).

The Individual Admissions Program is a federally funded Trio program that includes about 30 students admitted as exceptions. These students participate in an extensive six week summer program, cannot declare a major for two years, and work with a counselor and other support persons. Most are first generation, low-income students. In accordance with current program guidelines, race and ethnicity also are factors in admission to this program (Interviews, UMCP, 9/10/99, 11/4/99).

Relationship Between Admissions and Financial Aid

As described in college publications, UMCP provides a wide variety of needs-based and merit aid to entering students (University of Maryland, 1999a; *Ibid.*, 1999b). In recent years, over one-third of all undergraduates received some scholarship aid (University System of Maryland, 1998). Admissions decisions are "needs blind" but students who fit campus priorities (in such areas as diversity, special talents and residency) are more likely to receive grants rather than loans as part of their financial aid packages.

The process for selecting merit aid recipients is similar to the process for selecting honors program students. During the admissions review process, students with need or special promise are "flagged" for further review. The Admissions Office gets electronic files on financial aid requests and calculations of need from the Financial Aid Office. This information is used to set 'flags" for possible special merit aid actions including awards that reflect campus priorities in terms of special talents and achievements, diversity, geographical distribution, and other factors. The levels of merit aid, as well as the proportions of institutional grant aid in aid packages, are then set based on these factors as well as need (e.g., more grant aid, rather than loans, may be offered to applicants with talents and/or characteristics that are of particular interest to the university). A campus-wide committee of 60 people is involved in making decisions about full-scholarships but decisions about partial merit-aid awards are made by the admissions and financial aid offices. Merit aid decisions are sent to students by March 1, approximately a month after they have received their admission decision.

Needs-based aid is processed separately by the Financial Aid Office. UMCP generally meets all, or most of the need, for the highest need students but it does not meet the full need of all students. Furthermore, interviewees reported that the gap between the amount of need and awards is growing (Interviews, UMCP, 9/10/99).

PLACEMENT AND REMEDIATION

PLACEMENT AND REMEDIATION DATA

At UMCP, there is no placement testing in reading or English (Interviews, UMCP, 9/10/99, 11/4/99, 12/22/99). Therefore, there is no information available on either the percent who are not prepared for college-level work in these areas or on their performance. However, data from the Maryland Higher Education Commission's annual Student Outcomes Achievement Reports (SOAR) indicate that UMCP students perform reasonably well in their first English courses. For new freshman entering UMCP during the 1997-1998 academic year, 90 percent of those who had completed a high school curriculum that closely paralleled the USM admissions requirements earned a C or better in their initial English class. The average first English grade for these students was 2.7. For those who did not complete these high school requirements, the comparable outcomes were 86 percent with a C or better in their first English course and an average grade of 2.5 (Maryland Higher Education Commission, September 1999).

In Fall 1998, 18 percent of all new freshman were placed into Remedial Math based on results of their scores on UMCP's in-house placement test (see Appendix N). This is a somewhat smaller percentage than in 1995 when 21 percent of all new freshmen who took the placement test placed into remedial math. At the same time, in Fall 1998, 62 percent of all new freshman already met the CORE Fundamental Studies requirement in mathematics (Math 110) in comparison to only 50 percent in Fall 1995 (Porter, Stapleton, and Umbach, October 26, 1999).

Mathematics department faculty indicated that, with the increasing academic quality of the entering student body, the top 25 percent of admitted students are much better prepared in mathematics. However, according to their estimates, less than 50 percent of those who want to begin their mathematics work with scientific calculus (Math 140) were prepared by their high school courses. Moreover, among the bottom 50 percent, many remain under-prepared in mathematics and do not the have the skills they need in algebra. In part, the mathematics faculty members interviewed for this study believe this may reflect the fact that high schools are doing much less drilling in algebra. In addition, they suggested that the increasing numbers of students who stop taking mathematics in the 10th or 11th grades also may contribute to the relatively high level of under-preparation (Interviews, UMCP, 10/11/99).

Students who do enroll in UMCP's remedial mathematics classes are reasonably successful. In 1998-99, among the approximately 1,900 students who took remedial math courses, over 70 percent earned passing grades (70 percent in Math 001, and over 75 percent in Math 002). As reported in an article in UMCP's campus newspaper, even students who complained admitted that the remedial courses were beneficial and that "they are relearning much that they had forgotten from high school" (*The Diamondback*, November 29, 1999, p. 2).

GOVERNANCE AND POLICYMAKING

As mentioned earlier, the University System of Maryland does not have any formal policies with respect to academic placement and/or developmental/remedial education. Thus, each campus has the autonomy to set establish its own policies and practices in these areas, with the campus president having the final authority to approve formal policy statements. At UMCP, the Provost, Office of Academic affairs, the College Park Senate, the Undergraduate Studies Office, the Admissions Office and faculty and administrators in all colleges, schools and departments participate in discussions of placement and developmental education issues and make recommendations to the President as appropriate.

At present, UMCP does not have any campus-wide policies on placement or developmental/remedial education. Required placement testing, and developmental/remedial course offerings in English and Reading were discontinued more than five years ago. The rationale for this decision was that as the quality of admitted students improved, most were prepared for college-level courses and the relatively few who were not could be served individually by special assistance programs (Interviews, UMCP, 9/10/99, 10/11/99, 11/4/99, 12/22/99).

In mathematics, placement is related to course pre-requisites specified by the Department of Mathematics. The department also is responsible for selecting placement instruments, determining cut-off scores and teaching developmental/remedial mathematics courses. In carrying out these responsibilities, it consults with the College of Engineering, the College of Life Sciences, the School of Business and other units as appropriate. Students must pay a special fee ($200 in Fall 1999) in addition to tuition, to enroll in Math 001 or Math 002, the two remedial math courses offered at UMCP (Interviews, UMCP, 10/11/99). There is currently considerable controversy about the validity of the in-house placement test, the required special fee, and what students really need to know in mathematics to enter higher education. One interviewee indicated that the campus might want to consider the use of standardized tests such as Compass/Accuplacer if most Maryland public institutions are using these tests (Interview, 12/22/99). Given these issues, in December 1999 a committee including representatives from numerous campus departments was established to review the placement test, remedial courses, and other aspects of the Mathematics department's development/remedial program (*The Diamondback*, November 29, 1999).

UMCP currently does not have placement tests or requirements in the area of technological readiness. However it is considering this issue as well as the possibility of requiring every entering student to have a laptop. One interviewee suggested that it is important to know more about what students are learning in high school in the technology area when considering computer requirements. and another noted that, before requiring computers, one should identify the learning outcomes that would result from such a policy (Interview, UMCP, 11/4/99).

The need for remediation cannot affect a student's financial aid package or lead to a postponement or reassessment of admission. This policy holds even if remedial needs are severe (Interviews, UMCP, 9/10/99).

CURRENT PLACEMENT AND REMEDIATION POLICES AND PRACTICES

General Procedures and Practices

Academic placement and developmental/remedial education are not directly addressed in published materials such as viewbooks, the general campus website, or the freshman application brochure. The 1999-2000 UMCP catalog index also does not contain specific listings for these topics. However, under Reading and Study Skills, the reader is referred to the section on "Academic Skills Counseling," which recommends that students struggling with their "own weaknesses.. schedule an appointment with the Counseling Center's education specialists...[who] can help you enhance such skills as reading, writing, note-taking, learning science and math material and learning statistics" (University of Maryland, 1999, p.27). The information about mathematics placement testing is included in UMCP's catalog as part of the section on the required Fundamental Studies component of CORE, UMCP's required General Education program (University of Maryland, 1999b).

English and Reading

As discussed above, there are no placement tests or criteria in English or reading. Students admitted to UMCP are assumed to have the reading and writing skills needed to succeed in college-level courses, including the required English 101, "Introduction to Writing" course. Students with a TWSE (SAT Verbal Subjects) score below 33 must take a special section of this course (Engl 101A) and students for whom English is a second language may enroll for a special section, Engl 101X (University of Maryland, 1999b, p. 49). An Honors section of English 101 is also available and students with AP English and Composition test scores of 4 or 5 or SAT verbal scores of 670 or above are exempt from the Introduction to Writing requirement (University of Maryland, 1999b, p. 49). One interviewee indicated that, since the bottom quartile of admitted students is still fairly strong, the lack of placement testing and developmental/remedial course offerings in English and reading has not caused any significant problems (Interview, UMCP, 9/10/99). This perception is consistent with the data on initial English grades discussed above. Several others who work closely with undergraduates also were unaware of any difficulties although some emphasized the importance of having the Writing Center available for students needing assistance (Interviews, UMCP, 9/10/99, 11/4/99, 12/22/99). However, none of those interviewed cited, or appeared to be aware of, any formal studies of the effects of eliminating placement testing in reading or English.

Mathematics

Almost all students are required to take UMCP's Mathematics Placement test (Interview, UMCP, 10/11/99). The most frequent exceptions are those students who have earned college credit in calculus either by successfully completing a credit bearing course at any two or four year college or by receiving scores of 3 or above on the AP exam or 5 or above on the IB exam. To graduate from UMCP, students must complete a designated Core Fundamental Studies Course in mathematics. They may be exempted from this course in the following ways: 1)earning a score of 600 or above in the SAT I mathematics test or in the College Board Achievement Test in mathematics; 2) achieving a score of 3 or above in the AP AB or BC calculus tests; 3) earning a CLEP General Mathematics Exam score of 560 or higher; or 4) earning a score of 47 or higher in the CLEP Calculus/Elementary Functions Exam or any a score of 60 or higher in any other CLEP Mathematics subject exam (University of Maryland, 1999b).

As reported in the recent OIS study of fundamental studies in mathematics at UMCP, "SAT I math scores do not do a very good job of discriminating between students with and without fundamental math skills. Over half of the new freshman with SAT scores greater than 600 placed into a fundamental studies math class or below," when they took the mathematics placement test (Porter, Stapleton, and Umbach, October 26, 1999, see Appendix O).

Generally, new students are informed about the mathematics placement test through a brochure sent out with information about the orientation program. All new freshmen who have not fulfilled the fundamental studies requirement are required to take the mathematics placement test during the time allotted during the scheduled orientation session. These sessions are offered through the summer for students entering in the fall and in mid-winter for students first enrolling in the spring semester. The test also is administered by appointment to admitted students, to high school students in the Engineering Bridge program and special summer college prep programs, and on request to students in Life Sciences courses. However, students may retake the test only once during the summer or during a semester.

The Placement Test was developed by the Mathematics Department based on a widely used test prepared by the Mathematics Association of America (MAA). Mathematics faculty reported that the validity and reliability of the MAA's instrument have been confirmed by the Association and that the campus version differs only slightly from the MAA version by including more than the usual number of items. This test has been used at UMCP for many years. It includes 63 questions covering four main areas: arithmetic, algebra J, algebra 2, and trigonometry. It is recommended that student take an online sample placement examination with 16 questions before taking the actual test (Interviews, UMCP, 10/11/99)

The Placement Test is used to sort students into various mathematics course sequences in accordance with their placement test scores, intended programs of study, and interests. Thus, the results are used not only to place students into Math 001 or 002, the college's two non-credit developmental/remedial courses; they are also used to direct students to the appropriate sequences of credit courses for their particular programs of study. Those with particularly low scores receive the notation "LAS" (Learning Assistance Services) on their score reports and are advised to obtain special assistance before, or in conjunction, with their initial mathematics course enrollment. UMCP has considerable leeway in terms of the content of the entry level mathematics course; however, as mandated by the Maryland Higher Education Commission, intermediate algebra must be a prerequisite for any course granting college credits. Students in engineering or physics need to complete the scientific calculus series (Math 140-141) and are advised to take the appropriate prerequisites for this series. However, other students may begin their college mathematics work with such courses as Elementary Mathematical Models or College Algebra With Applications and proceed to courses such as Statistics and Probability or to an elementary calculus sequence appropriate to business, pre-medical and other selected majors (see Appendix N).

Students are informed of their test results by academic advisors in the colleges and departments. However, Mathematics department staff frequently serve as consultants to these advisors or see students with particular issues and concerns. According to the Mathematics Department chair, generally students who complain claim to have been placed at too low a level, particularly if they are placed into remedial courses (*The Diamondback*, November 29, 1999). Although on occasion, an administrator may override the placement test results, studies have indicated that students who receive such overrides do poorly in subsequent courses. As far as possible, students are encouraged to take Mathematics in their senior year of high school, because there is a "recency" effect in placement test results; the more recently the student took mathematics, the better he/she performs on the placement test (Interviews, UMCP, 10/11/99).

Through the campus Learning Assistance Center, students are provided with various opportunities to prepare to retake the placement test and/or to succeed in Mathematics classes. Students who receive an "LAS" (Learning Assistance Service) on the Mathematics placement test have a weakness in basic arithmetic and are advised to consider attending an LAS Mathematics information workshop during the first week of classes to develop an individualized Mathematics program. The Mathematics Learning Program in the LAS includes: copies of materials and video tapes for entry level mathematics courses, an interactive mathematics video program, mathematics anxiety workshops, free services from mathematics coaches, mathematics learning specialists who assist with general learning strategies and tutors (free and for pay) who can assist with content in specific courses. It also is possible for a student who is not satisfied with his score during orientation to study independently over the summer, retake the test before the beginning of the semester, and if he/she reaches the level that he/she wishes, enroll in the desired course without any loss of time (University of Maryland, January 2000a).

Foreign Language

Students are expected to enroll in appropriate foreign language courses, based on their knowledge and skills in the language(s) they wish to study at UMCP. The various foreign language departments each have their own guidelines to determine placement using various advanced placement test scores, high school course completions and grades and/or departmental placement testing. Students are asked to contact the language departments in which they wish to enroll for specific placement guidelines. Language course placement guidelines are provided on Testudo, UMCP's interactive web service.

PROGRAMS TO SUPPORT STUDENT SUCCESS

UMCP offers a number of programs to assist new students, first-year freshmen and transfers, to adapt to the university. The programs described below were specifically designed to assist first-time freshman in making the transition from high school to college (University of Maryland Office of Undergraduate Studies, 1998).

> Freshman Orientation: Orientation activities are available from the time the student is admitted and continue throughout the first semester. For new freshman, there is a two-day summer program that provides academic advising, assistance with registration, and opportunities for them to interact with faculty, administrators, returning students, and each other. In addition, parents of new freshman are invited to a one-day program describing the University's academic, social and cultural offerings. The Orientation Office also coordinates a continuing orientation course (EDCP 108-O, The Student in the University) as an important component of campus retention efforts. This course, which is now required by three colleges (Architecture, Arts and Humanities and Life Sciences) enrolls over 1,500 students each year.
>
> First-Year Focus: To help new freshman, "connect with a large and diverse university campus," First Year Focus includes a variety of programs (learning communities, course clusters, mentored study groups, recreational trips, the Terrapin Reading Society and other related activities) that enable them to more easily meet other first-year students with similar interests.
>
> Academic Achievement Programs: These programs are designed to help foster admission, retention and graduation among low-income, first-generation college students, and other

traditionally under-represented students. The five Academic Achievement Programs, which serve over 350 students each year, include the Intensive Educational Development and Student Support Services Programs, the Ronald E. McNair Post-Baccalaureate Achievement Program, the Returning Athletes Program, and the Educational Opportunity Center.

According to those interviewed, these programs are highly successful in helping new freshman adjust to college life both academically and socially (Interviews, UMCP, 11/4/99, 12/22/99). UMCP also offers support services to help all students achieve academic success throughout their undergraduate experiences. These services include academic advising, career and counseling centers that offer a wide variety of individual and group programs, a Learning Assistance Center and individual tutoring (University of Maryland, 1999b).

OUTREACH AND COMMUNICATIONS

GENERAL STUDENT RECRUITMENT

The Admissions Office has primary responsibility for recruitment. The major focus of their recruitment activities has been on 11th and 12th grade students but they are now expanding their efforts to include 10th graders. Basically recruitment activities use a "marketing approach" that emphasizes "institutional reputation, academic quality, successful outcomes, and access to excellent opportunities," rather than focusing on specific course requirements. During college fairs and high school visits, an introductory brochure is distributed to over 50,000 prospective students. In addition a "search piece" is mailed to over 55,000 of the university's most highly recruited students, including sophomores identified through the College Board Search service (Interviews, UMCP, 9/10/99, 12/22/99; University of Maryland Office of Undergraduate Studies, 1998).

UMCP also offers some information programs for middle school students (e.g., the Southern Maryland Intervention program) in which these students actually are brought to campus for tours and other activities during spring open house days. Admissions staff visit most Maryland high schools as well major out-of-state feeder schools annually (Interviews, UMCP, 9/10/99). In addition, recruitment activities also include Visit Maryland Day programs for prospective students and their families (approximately 1,750 students and 2,600 family members participated in 1997-

98) as well as spring "yield" programs for admitted students. In 1997-98, over 2,300 admitted students visited the campus, accompanied by over 3,500 family members (University of Maryland Office of Undergraduate Studies, 1998).

The Admissions Office has sufficient staff (approximately 60) to conduct its own market research program. The staff works with information from the College Board in this effort. As part of this program, they look at community demographics to determine new target markets, analyze who enrolls and why, and initiate exploratory recruitment/outreach efforts in identified areas. They also work with the athletics department, various colleges and academic departments and alumni in the recruitment effort. There is a three year cycle for evaluating out-of-state markets in an order to refocus recruitment efforts as necessary. Given the large numbers of students from New York and New Jersey, admissions staff are as familiar with many high schools in these states as they are with some Maryland high schools. The increased strength of the applicant pool, and the declining acceptance rate, are considered measures of success of the outreach program (Interview, UMCP, 9/10/99).

Communication of Admissions and Placement Requirements and Standards to High School staff, Parents, Students and Community Members

The Admissions Office communicates the importance of the December 1st priority admissions deadline during meetings, school visits and in publications. They reported that there have not been any problems with misunderstandings over this deadline (Interview, UMCP, 9/10/99).

According to UMCP interviewees, guidance counselors in Maryland, and in major out-of-state feeder schools, appear to be aware of UMCP admissions requirements. Admissions office staff attend meetings with county-wide groups of counselors in Maryland to provide updates on past and future policies and hold periodic breakfasts for guidance counselors. In addition, a mailing is sent to counselors during the admissions process, listing applicants from their schools and actions taken regarding these applicants,. There also is a secure web-page for counselors where they can look at admissions decisions on a regular basis. Counselors regularly call the Admissions Office and staff is available to discuss their inquiries regarding specific actions. They may even come and observe the process if they are interested (Interview, UMCP, 9/10/99).

The Admissions Office has a Counselor Advisory Board which includes representatives from large feeder schools, from most Maryland school districts and from all regions of the state. It also holds counselor symposiums every two years. In part, the close relationship it has with school staff reflects the fact that the many of the admissions staff have held their positions for some time. Thus, they have established personal relationships with school staff that help them stay aware of what is happening in schools and districts. For example, they are likely to know when a particular district is changing the way its weights grades or assigning students to honors or AP courses. According to the Admissions staff, over the past 15 years, admissions practices have become more compatible with school system requirements (Interview, UMCP, 9/10/99).

In general, the Admissions Office does not work formally with the state K-12 system but the Director personally knows the State Superintendent of Schools and has many informal communications with her and other state and county officials through participation in USM and other statewide committees and meetings. On campus, the Director works closely with the college deans and noted that she finds these informal relationships very effective (Interview, UMCP, 9/10/99).

Special Outreach and Recruitment Programs

For over ten years, UMCP has had a federally funded Talent Search Program which serves almost 200 persons annually. The goal of this program are to identify disadvantaged youth who have the potential to succeed in post-secondary education and help them enroll and succeed in college and university programs. With additional federal support, UMCP also operates an Upward Bound Program and the Math and Science Regional Center. In 1997-98, 44 students from these were accepted by four-year institutions, including 21 who were admitted to UMCP. All three of these programs provide low income or first-generation college bound high school students with opportunities to overcome barriers to access and success (University of Maryland Office of Undergraduate Studies, 1998).

K-16 AND OTHER SCHOOL/COLLEGE ACTIVITIES

Individual UMCP schools and colleges have a long history of developing collaborative programs with K-12 schools and the community. Some of these partnerships stem from the 1960s and 1970s, or earlier. Campus-wide efforts to work with schools were initiated in the late

1970s with the establishment of the Office of School/University Programs. More recently, the campus has become a participant in statewide K-16 initiatives and has instituted its own K-16 Council. The major focus of these efforts are the alignment of high school and college curricula and standards; teacher education reform, and the application of research knowledge to classroom practices.

The Office of School/University Cooperative Programs

In the late 1970s, UMCP's President established a committee to examine ways in which it could better serve the community. As a result of their work, the idea of a formal K-16 commission (the Commission on School/University Cooperative Programs) emerged. This Commission includes prominent educators, business leaders, and UMCP administrators and faculty who work closely with the schools. It is still active and has served as an excellent public relations vehicle throughout the state (Interview, UMCP, 11/23/99). According to William E. Kirwan, UMCP's former President:

> One of our most important missions as a public university, and especially as the flagship institution of the state's university system, and as a land-grant institution, is to share our special expertise with the public schools. College Park is very proud that its Commission on School/University Cooperative Programs has built an excellent network of collaborative partnerships between the University and the school systems of the state (University of Maryland School/University Partnerships Office, 1998).

At the same time, an Office of School/University Cooperative Programs was established under leadership of the Provost. This Office develops and publishes (in hard copy and on the web) periodic inventories which describe UMCP's school/university partnerships and list contact persons and how they can be reached. The fifth edition of this inventory is now being prepared It also is published on the UMCP's website. By Fall 1999, there were approximately 150 such programs, which range from programs that provide direct support and educational opportunities to students, teachers and educators, to programs for the development and assessment of curriculum and instruction, and programs designed to enhance school/college articulation. Although the majority of these programs are sponsored by the College of Education, the numbers from other colleges and schools have grown considerably in recent years.

In addition to preparing the inventory, the School/University Cooperative Programs Office seeks to facilitate school and community linkages to campus resources. Examples of such efforts include helping school personnel arrange campus visits and identifying faculty to work with schools on collaborative grant projects. The Office has not had sufficient staff to pursue other projects (e.g. research on the elements of successful school/university partnerships and guidelines and materials for faculty on working with the schools) which might enhance its role. Although UMCP is now involved with several new and separate K-16 activities, its new President plans to continue this Office and its advisory Commission as important vehicles for promoting linkages and positive communications with schools and the community-at-large (Interview, UMCP 11/123/99).

Campus Involvement with Statewide K-16 Initiatives

Until recently, UMCP has been only marginally involved in the work of the statewide K-16 Leadership Council, the K-16 Workgroup or the workgroup subcommittees. While some faculty participated in the statewide subcommittees that helped developed the subject matter goals and standards in several disciplines, many campus deans and faculty did not see K-16 education as an important issue (Interviews, UMCP, 12/7/99, 12/8/99).

In the view of a number of UMCP administrators, the work of the statewide K-16 groups has often been primarily "high level talk" driven by politics. Some suggested that the underlying agenda of the statewide K-16 effort was somewhat unclear and may reflect some unstated assumptions and concerns about students from different population subgroups. There also were some perceptions that the statewide workgroup and its subcommittees used a top down approach and did not communicate well with those working at the operational level. Many could not specifically identify the accomplishments of the Council or its working groups. Nevertheless, most of those interviewed believed that Maryland's statewide K-16 Council has elevated the attention of both the elementary/secondary and higher education systems to the issues, that it was important to be aware of the Council's activities, and that increased communication across these two systems has been the major result of the effort (Interviews, UMCP, 11/23/99, 12/7/99, 12/8/99, 12/22/99).

Campus Based K-16 Initiatives

Campus K-16 Council. UMCP's K-16 Council was established by the Provost in Fall 1999. To date, its primary focus has been on teacher education. In part this reflects a recognition by the new President that teacher education reform, and addressing the teacher shortage, are important state university responsibilities. It also reflects a specific UMCP need to address two current challenges: 1) the advent of the PRAXIS content area exit examinations for state certification of teacher education graduates; and 2) the need to deal with new state concerns about the way UMCP provides content area preparation for secondary school teachers (currently UMCP's secondary education students take content courses in both the discipline-based departments and the College of Education but may often receive majors in such fields as science education, mathematics education, etc).

Several of those interviewed noted that UMCP's discipline-based schools and colleges and the College of Education have had a history of unsatisfactory working relationships on issues related to teacher education, and that inadequate communication has been major cause of this problem. They suggested that, at least in part, the Provost established the campus K-16 Council as a forum for overcoming these difficulties and finding ways to address UMCP's teacher education challenges. The Council specifically created the K-16 Faculty Collaboration Committee as a subcommittee to "provide a structural vehicle to support campus communications and collaboration regarding teacher preparation" and charged this subcommittee with commissioning discipline-based task forces to consider and make recommendation about dual majors and/or other vehicles for meeting state concerns about content area preparation. By Spring 1999, dual majors were being devised in a number of fields and considerable progress was being made in helping arts and sciences faculty understand the rational and contents of many education courses (Interviews, UMCP, 12/7/99, 12/8/99).

Other Campus Based K-16 Activities. In addition to the activities described above, the College of Education is involved in a number of efforts to promote communication and cooperative solutions among school system and higher education personnel. It is a major participant in MSDE's Professional Development School (PDS) program, and regularly works with school personnel in offering internships, seminars and other teacher training activities at six to eight school sites each year (Interview, UMCP, 12/7/99). Because of UMCP's role as a research university, all of its professional development school programs include a research component.

At present, the Dean of the College of Education is co-chairing the statewide committee of education deans and school superintendents that is conducting an in-depth examination of

Professional Development Schools (PDSs), including state-level structures and policies impeding and supporting their work. To keep aware of statewide issues and initiative, college staff actively participate in groups such as the statewide Deans and Directors of Teacher Education, the Maryland Association of College of Teacher Education, and meet regularly with MSDE representatives. In addition, they consider K-16 issues and, when possible, include K-12 representatives on faculty search committees.

The new Dean of the College of Education, who assumed her position in July 1999, immediately set "supporting K-16 linkages throughout the state" as one of her three major goals, stating that her emphasis on K-16 education "grows out of her commitment to the land-grant mandate and her view of the College of Education as an entity with many stakeholders." (University of Maryland College of Education, Fall 1999, p.1). To carry out this commitment, in addition to playing a major role on the campus K-16 council, the Dean has established a new Outreach Committee and is developing a proposal for a new K-16 technical assistance center that would serve as a resource and partner to state school systems and other Maryland educators. She has stressed the importance of finding mechanisms for faculty and administrative staff from other UMCP schools and colleges to work together on teacher education and proposed a new center for mathematics and science education as a way to foster collaboration between faculty in these disciplines and those in the College of Education (Interview, UMCP, 12/7/99, 12/8/99).

POLICY IMPACTS AND STUDENT OUTCOMES

DATA AVAILABILITY AND REPORTING

At UMCP, official reporting to internal and external constituencies is performed by the Office of Institutional Studies (OIS). This office has from ten to 15 professional staff, graduate assistants, and support staff. It provides data and analyses on a variety of topics concerning students, including various measures of student performance. It also conducts in-depth studies of specific issues. The recently completed report on mathematics placement and developmental courses (Porter, Stapleton, and Umbach, October 26, 1999) is an example of the type of information that OIS prepares on issues of particular significance to the campus (see discussion of findings in the section on mathematics placement).

STUDENT OUTCOMES

Retention and Graduation

Over the past two decades, the retention and graduation rates of UMCP's first-time degree seeking freshman have increased somewhat, with African American students having the greatest improvements in both these rates. In part, these increases are attributed to greater selectivity (Interviews, UMCP, 9/10/99). For first-time entrants in 1981, the second year retention rate was 81.7 percent; by 1997, the comparable rate had grown to 88.2 percent. However, for African American students, the second year retention rate increased from 71.7 percent for 1981 entrants to 85.6 percent for 1997 entrants. Similarly, the six-year graduation rate for all students was 58.1 percent for those entering in 1981 and 63.3 percent for 1992 entrants; however, for African American students, the comparable figures were 38.6 percent for 1981 entrants and 47.6 percent for 1997 entrants. However, as these numbers demonstrate, African American students still have somewhat lower retention and graduation rates than white students (University System of Maryland, 1999a, see Appendix P).

Student Performance in College-Level Courses

As shown in the table below, data from the Maryland Higher Education Commission's *Student Outcomes Achievement Report* (September 1999) suggests that Maryland high school graduates at UMCP are reasonably successful in their first year of college and, in comparison to all Maryland high school graduates attending USM institutions, have somewhat higher levels of performance. These data also suggest that those who had essentially completed the USM core admissions requirements have been more successful than those who had not. While all comparisons must be evaluated cautiously because they may reflect differences in course content and grading practices, non-core students appear to be relatively less successful at UMCP than at other USM campuses. Although UMCP enrolls very small numbers of such students, these findings may suggest that a college preparatory curriculum is most important for success at a more competitive institution.

Table 1
University of Maryland College Park
First Year Performance of New Maryland Freshman: 1997-1998 Cohort

	Percent with C or Better		Average Grade	
	Core	Non-Core	Core	Non-Core
Performance in first college math course				
UMCP	82%	75%	2.6	2.3
All USM	82%	78%	2.6	2.4
Performance in first college English course				
UMCP	90%	86%	2.7	2.5
All USM	91%	89%	2.7	2.6
Performance after first year			**Cumulative GPA**	
UMCP	n/a	n/a	2.8	2.6
All USM	n/a	n/a	2.7	2.5

(Source: Maryland Higher Education Commission, September, 1999, Tables 6, 7 and 8)

ANALYSIS AND CONCLUSIONS

A preliminary analysis of the University of Maryland at College Park's admissions policies and practices suggests that, to-date, they have provided substantial numbers of Maryland's most able high school students with a reasonable opportunity to attend its "flagship" graduate/research university. UMCP's relatively simple admissions requirements and flexible selection criteria do not appear to pose significant barriers to qualified students. Its relatively high acceptance rate, and the enrollment of substantial numbers of minority students, also suggest that the campus has been accessible to a broad range of students. However, the sharp drop in the acceptance rate from Fall 1998 to Fall 1999 (from 64 percent to 54 percent) and UMCP's increasing emphasis on the credentials of its students, as well as its focus on becoming an "elite" public institution, may indicate that admissions will be increasingly selective in the future, particularly given expected increases in the numbers of high school graduates in Maryland and surrounding states. The relatively high academic profile of new freshman in an institution that accepts approximately 70 percent of all in-state applicants, suggests a need to examine whether some students and parents decide not to apply based on inaccurate perceptions of the difficulty of gaining admission.

At present, with only the SAT I (or ACT) required of prospective students, the role of testing in admissions does not appear to be an issue at UMCP. There is considerable awareness of the proposed statewide High School Assessment program, and of the Chancellor's support for using the results in admissions. However, with its large number of out-of-state applicants, UMCP interviewees did not believe these tests could replace national tests such as the SAT. Moreover, in light of the fact that the High School Assessment program is still under development, and will not be implemented until 2005 at the earliest, UMCP interviewees were taking a "wait and see" attitude about its potential usefulness in its admissions and placement processes.

There is considerable agreement that, with the rising credentials of entering students, they generally are adequately prepared for college-level work in most subjects, including freshman English. However, placement testing practices, and student preparation for mathematics course-work, is a major issue at UMCP. Although over 60 percent of new freshman satisfy UMCP's fundamental mathematics requirement by attaining specified scores on standardized tests (the SAT I, the College Board Achievement tests, the Advanced Placement exams or the CLEP subject exams), approximately 18 percent of new freshman who take the placement tests in mathematics are required to take remedial course-work. In addition, over 50 percent of new freshman who want to begin their college work in mathematics with the calculus course required for engineering and other math or science majors are not prepared to do so when they are admitted. Because many students are concerned about their placements and question the validity of the placement tests, a campus-wide committee has been established to examine this issue.

A recent campus study indicated that more than half of the new freshmen who had SAT scores over 600 placed into a fundamental mathematics studies class, or below. According to the authors of this study, this suggests that the SAT I mathematics scores do not perform well in terms of distinguishing between those who have and those who do not have fundamental skills in mathematics (Porter, Stapleton, and Umbach, October 26, 1999, see Appendix O). While UMCP's fundamental studies classes are not considered remedial and do award college credit, the skills taught in these courses are considered relatively basic and often are far below those needed for majors in engineering, mathematics, and the sciences.

UMCP admissions officials work closely with feeder high schools, both in Maryland and out-of-state. There has been a long-standing tradition of collaboration with the high schools and with various community agencies. However, UMCP did not play a major role in statewide K-16 efforts for a number of years and some campus officials expressed some concerns about its purposes, operations and specific accomplishments. Nevertheless, most agreed that the statewide

K-16 efforts have increased awareness of the issues and communication across sectors. Recently UMCP increased its involvement in statewide K-16 activities and also has initiated its own K-16 council with a particular emphasis on teacher education and Maryland's teacher shortage. As part of this effort, the new Dean of the College of Education has emphasized the importance of involving disciplinary faculty in all facets of teacher training activities.

In conclusion, UMCP offers qualified Maryland high school graduates the opportunity to enroll in a increasingly well regarded graduate/research university. Although there are some concerns about the high school to college transition for students, the major K-16 issue at UMCP is its role in addressing the shortage of qualified teachers in Maryland. With the exception of placement testing in mathematics, there does not appear to be any major campus concerns about the current role of Maryland's High School Assessment program or other standardized tests in admissions and placements. Because the high school assessments will not be implemented for at least five years (or perhaps later if important issues now being raised about the consequences of these assessments effect the current timetable), and because UMCP enrolls a significant percentage of non-Maryland residents, it is difficult to predict if, or how it, will affect its admissions and placement policies and practices.

Chapter V
TOWSON UNIVERSITY
INSTITUTIONAL CASE STUDY

INSTITUTIONAL BACKGROUND

MISSION AND FUNCTION

Towson is the largest comprehensive university in the Baltimore area and, after the University of Maryland at College Park, the second largest university in Maryland. Starting in 1866 as the Maryland State Normal School, it moved to suburban Towson (the county seat of Baltimore County) in 1915 and changed its name to Maryland State Teachers College at Towson. It then added a Bachelor of Science degree in education in 1935, an arts and sciences degree in 1946 and, in 1963, after expanding its arts and sciences programs, was renamed Towson State College. Towson was recognized as a university in 1976, and in 1997, Towson State University changed its name to Towson University, "a change that reflects its evolution from a state-supported to a state-assisted institution" (Towson University, 1998-99).

Towson became part of University System of Maryland when the system was established in 1988. Prior to that it was governed by the Board of Trustees for State Universities and Colleges (BOTSUC), which also served as the governing board for the four other state colleges, including Bowie, Coppin, Frostburg, and Salisbury. As part of the USM, Towson is governed by the Board of Regents. However, it has its own 23 member Board of Visitors which, in accordance with USM policy, serves as an Advisory Council to the campus President.

Towson has six professional and discipline-based colleges (Business and Economics, Education, Fine Arts and Communication, Health Professions, Liberal Arts, Science and Mathematics) and the College of Graduate and Extended Education. It offers a wide range of bachelor's and master's programs. Currently, Towson is planning to add a new doctoral program in educational leadership pending Maryland Higher Education Commission's approval of a new mission which would allow the institution to expand program offerings to the doctoral level.

For Fall 1999, the top five undergraduate majors were business administration, mass communication, elementary education, psychology, and biology. The graduate programs with the largest enrollments included computer science, reading education, psychology, human resources developments and elementary education.

ENROLLMENT

In Fall 1999, Towson enrolled a total of 16,647 students, of whom 13,981 (84%) were undergraduates. This was the largest number in its history and represented almost a five percent increase over the prior year's total enrollment of 15,923. However, these enrollments were not substantially higher than those experienced during the mid-1980s. From 1983 to1999 total enrollment had fluctuated by approximately 1,500 students and had reached 15,910 in Fall 1986. (Towson University Office of Institutional Research, October 1999; University System of Maryland, 1998; *Ibid.*, 1999a).

Towson's Fall 1999 undergraduate enrollment also was considerably higher than it was in recent years. From a high of 13,876 in 1988, undergraduate enrollment declined in the early 1990s (in Fall 1994, undergraduate enrollment was only 12,722) and then increased each year since then to 13,981 in Fall 1999. Among all undergraduates, almost 83 percent were enrolled as full-time students, 62 percent were female and 15 percent were minority group members (largely African-Americans). Most are from Maryland (84%), with the largest percentage of the 11,277 Maryland undergraduates coming from Baltimore County (4,285 or 38%), followed by residents of other Baltimore metropolitan area jurisdictions: Baltimore City (1,059), Harford County (974), Anne Arundel County (969), Howard County (792) and Carroll County (536). Total undergraduate enrollment from the large counties surrounding the Washington, DC area was 1,401 (772 from Montgomery county and 629 from Prince George's County). Although the distribution of enrollments by Maryland counties generally has not changed substantially in the past five years, there has been a decline of about 300 students from Baltimore City (Towson University, October 1999).

In Fall 1999, 2,108 new freshmen enrolled at Towson, approximately 15 percent of the undergraduate student population. This reflects the fact that Towson's undergraduate student population includes large numbers of transfer students from Maryland community colleges, particularly, the three comprehensive community college campuses in Baltimore County.

TUITION AND FEES

For FY 2000, annual tuition and mandatory fees charges for full-time undergraduates were $4,520 for Maryland residents. This was the fourth highest of all USM system institutions, with the highest being $5,160 at the University of Maryland, Baltimore County (UMBC) and the lowest, $3,272 at Coppin State College, a historically black college in Baltimore City. The FY2000 annual Room and Board charges at Towson were $5,690, second only to those at UMCP. Annual out-of-state tuition and fees for FY 2000 were $10,524 (University System of Maryland, 2000).

TOWSON'S ADMISSIONS POLICIES AND PRACTICES

ADMISSIONS INFORMATION

Applications, Admission and Yield

For Fall 1999, Towson received 7,799 applications for first-time freshmen admission. Of these 5,390 (69%) were admitted and 2108 (39%) enrolled (Towson, website, Feb 13, 2000). This represented nearly a four percent increase in applications from the previous year. However, the percentages admitted and enrolled were nearly identical for both years (University System of Maryland, 1999a).

For most of the 1990s, Maryland residents constituted approximately 60 percent of all applicants; however, in 1998, the percentage of Maryland applicants increased substantially to 69 percent reflecting both an increase in applications from state residents and a decline in out-of-state applicants. In the early 1990s, the total number of Maryland applicants declined rapidly (from 4,596 in Fall 1990 to 3,412 in Fall 1993). In-state applications then increased steadily to 5,190 by Fall 1998. In comparison, during this period, out-of-state applications increased from a low of 2,001 in Fall 1991 to a high of 3,195 in Fall 1997 and then declined dramatically to 2,318 in Fall 1998. The percentages accepted and enrolled fluctuated from a low of 62 percent in Fall 1990 to a high of 69 percent in Fall 1998 and Fall 1999, with generally similar percentages of acceptances for both in-state and out-of-state applicants. However, a substantially higher percentage of admitted in-state applicants generally enroll the following fall semester. For example, in Fall 1998, 38 percent of admitted in-state applicants actually enrolled in Fall 1998 in comparison to only 26 percent of admitted out-of-state applicants (University System of Maryland, 1998).

Approximately 17 percent of the Fall 1999 applicants were African/American, slightly more than the 14 percent African/American applicants in Fall 1995. However, as in previous years, the percent of African/American applicants admitted (38%) in Fall 1999 was much lower than the 69 percent of all freshman applicants admitted (see Appendix Q).

Freshmen Class Profile

Among Towson's 2,108 new freshmen in Fall 1999, 61 percent were female, 14 percent were minority and two percent were foreign. These percentages differ only slightly from the comparable percentages in Fall 1995 when 63 percent of Towson's new freshman were female, 15 percent were minorities and almost two percent were foreign. The mid-range SAT V was 490 to 580; the midrange SAT M also was 490 to 580. The mean high school GPA was 3.2. Almost all come directly from high school and a substantial majority (68%) live in residence halls (Towson University Office of Institutional Research, October 1999; Towson University, 1999b; *Ibid.*, 1999c).

The academic qualifications of new freshmen at Towson also do not appear to have changed substantially over the past five years. Since 1996, USM has reported only the 25th and 75th percentiles for composite SAT I score distributions. For these years, midrange SATs have remained essentially the same (1000 to 1160 in 1996, 1,010 to1173 in 1997 and 1,000 to 1,170 in 1998). In comparison to the seven other Maryland public institutions which admit freshmen and require SAT scores, Towson ranks fourth (University System of Maryland, 2000).

In Fall 1999, approximately 70 percent of Towson's new full-time 2,084 freshman were from Maryland, with nearly one-third of these students coming from Baltimore County. An additional 400 new freshmen come from the other jurisdictions in the Baltimore metropolitan area (Harford, Howard, Anne Arundel and Carroll counties and Baltimore City). Approximately 20 percent of the students enrolled from Montgomery and Prince George's County, Maryland two large suburban Washington, D.C. counties (Towson University Office of Institutional Research, October, 1999).

GOVERNANCE AND POLICYMAKING

Official Policies

Given the relatively general and non-prescriptive nature of the University System of Maryland's Policy on Undergraduate Admissions, described above, Towson, like UMCP, has the autonomy to develop and implement admissions policies and practices that are consistent with its own mission and goals. Not surprisingly, campus staff say they would not want to see a stronger System role in admissions. As reported by several interviewees, Towson is committed to maintaining its comprehensiveness and serving a broad spectrum of students. Consequently, it has not specifically made adjustments to its admission criteria to increase the academic quality of admitted students (Interviews, TU, 10/3/99, 10/12/99).

The most significant factors affecting admissions/merit aid policies and practices at Towson are enrollment related. During the late 1990s, USM's enrollment plan included a 20 percent growth in enrollment at Towson. Until Fall 1999, Towson appeared to be planning to reach this goal by increasing undergraduate admissions. However, following the implementation of the Spring 1999 MHEC legislation, which permitted each USM campus to add new degree programs, campus leaders concluded that they did not have the resources, particularly in terms of space, for undergraduate enrollment increases. This deficiency included limited classroom space as well as insufficient on-campus housing for expanded numbers of new freshman. Therefore, Towson now plans to increase enrollment by expanding its graduate programs, including the addition of doctoral programs. These programs will be primarily offered off-campus or through various distance education modalities.

The current official campus policy on undergraduate admissions has been in effect since shortly after Towson became part of the USM system in 1988. USM adopted its current "Policy of Undergraduate Admissions" in 1990. Generally, in terms of course requirements, Towson has essentially adopted USM policy (see Part II of this report). However, it has established some specific minimums by indicating that "admission will not be offered to students with grade point averages lower than 2.50 and less than a 920 combined SAT I without special exception" (Towson University, 1998-1999). In addition, the catalog indicates that freshmen will be expected to have two years of a foreign language but does not mention the USM approved option of using tech-prep or service learning courses as alternatives; specifies completion of Algebra I without including the Applied Math I and II option noted in the systemwide policy; and requires one more lab science unit than indicated in the USM requirements. Towson does indicate that it may admit students with "selected deficiencies" if they understand that these deficiencies are to be made up during the freshman year. As discussed in the catalog, these deficiencies essentially appear to be a lack of one or more of the high school courses required for admission (Towson University, 1998-1999, p. 24).

Admissions decisions at Towson are heavily influenced by enrollment considerations and largely based on quantitative criteria. As described below, an SAT/GPA grid is used in making most enrollment decisions. Within the general framework of its stated admissions policy, Towson adjusts the acceptable SAT/GPA combinations on the grid annually to help ensure that it will meet enrollment targets. These adjustments are based on demographic factors, retention rates for recent classes, and other related information.

Policy Implementation

Key Actors. The President in consultation with the Associate Vice President for Enrollment Management, and other members of his senior staff, sets freshman admission targets each year based on overall University enrollment goals. The Associate Vice President for Enrollment Management plays a key role in developing data and analyses related to admissions targets and making recommendations on admissions criteria most likely to result in meeting these targets. He also works with the Director of Financial Aid and the Director of Admissions in developing these criteria, particularly with respect to the criteria related to merit-based scholarships. At the time of this study, the Admissions Office, which had an Acting Director, was not involved in setting enrollment targets or admissions criteria. It primarily focused on setting and implementing strategies for meeting established targets and on implementing admissions policies and procedures.

Towson has a campus admissions committee of faculty and current students that is charged with setting general admissions policies and evaluating student appeals. This committee has been relatively inactive for a number of years and is not involved in setting annual enrollment targets, adjusting the SAT/GPA grid, or overseeing the admissions process. It primarily has focused on its role in hearing student appeals to admissions decisions.

Changes in Policy Implementation. A complex quantitative procedure is used to develop annual enrollment targets and make adjustments to the SAT/GPA grid that will facilitate meeting these targets. The Associate Vice President is responsible for conducting the environmental scanning and internal analyses used in developing these targets and adjustments. As part of this process, he reviews demographic information for the region, including detailed in-state population projections from the Maryland State Department of Planning and high school enrollment and graduation projections for the Baltimore County schools. He then uses data on past relationships between regional and local population characteristics, actual applications to Towson, and yield rates to determine enrollment targets and to make necessary adjustments to the grid.

Legal decisions, including challenges to the use of affirmative action in admissions, are of considerable concern to those responsible for admissions at Towson. However, at the time of this study, these concerns had not resulted in any changes to the use of a predominantly quantitative approach to student selection nor were such changes under consideration.

Anticipated Changes. Administrative staff indicated that Towson is not currently experiencing problems in attracting sufficient numbers of students to meet their enrollment targets; instead, the problem now is a lack of sufficient resources, including space for more undergraduates. Therefore, in accordance with Maryland's 1999 higher education legislation, Towson plans to reduce growth in undergraduates and to increase graduate enrollment, in part by expanding graduate programming to include doctoral degrees. At the time of this study (Fall 1999), Towson planned to cap the first-time freshman class for Fall 2000 at approximately 1,950, slightly fewer than the number admitted in Fall 1999. However, specific strategies for implementing this plan had not yet been developed and there appeared to be some differences in opinion about the kinds of strategies that should be adopted. According to some interviewees, the freshman class enrollment cap could be used to increase selectivity by "raising the bar" for admission. Others said that Towson must remain true to its mission as a comprehensive university and that "the community would not tolerate increases in standards." They suggested that it might be more appropriate to make changes in the percentages of in-state, out-of-state, and international students admitted. However, it was acknowledged that limiting out-of-state and international student admissions would affect the diversity of its student population.

Towson's administrative staff appeared to be generally aware of the USM Chancellor's strong support for tying subject matter proficiency to college admission and incorporating the results of the proposed new statewide High School Assessments into campus admissions policies. However, they also are aware that the implementation of Maryland's High School Assessment tests is not scheduled to occur until 2005 and that many changes might occur before then. As noted by one interviewee, "what will really happen is a question" (Interview, TU, 12/20/99).

CURRENT ADMISSIONS POLICIES AND PRACTICES

Basic Application Procedures and Practices

Admissions Applications. All applications for freshman admission, including applications for certain colleges, schools and programs are processed by the Admissions Office. Freshman applicants must provide: a complete undergraduate admission form, a non-refundable application fee of $30; an official high school transcript; official SAT I scores and a completed counselor recommendation form. As part of the application, those seeking admission are asked to provide additional narrative information they believe would be helpful in evaluating their applications and to discuss their strengths and weakness, particularly with respect to their potential performance as a student.

High school students are asked to submit their applications during the fall of their senior year for the following fall semester but applications are accepted until May 1. If enrollments are not sufficient, exceptions to this deadline may be made. Admissions decisions are made on a rolling basis, with applicants generally informed of their admission decision approximately six weeks after submitting an application. Beginning on October 1, admission is awarded to first-time freshman applicants who meet all priority admission requirements including a secondary school record that indicates the following:

> ...an overall B (3.00 or above) level work in academic courses (English, mathematics, modern language, science, and social sciences only) from grades nine through 11, and combined SAT I scores of at least 1100. Applicants with lower grade point averages and test scores will be considered on a space available basis after midyear senior grades are available with priority given to those with the best grade point averages. Admission will not be offered to students with a combined SAT score of less than 920 without special exception (Towson University, February 13, 2000).

A waiting list is maintained for students who cannot be admitted based on test scores and first semester senior grades but who exceed the minimum requirements. These students are notified of final decisions regarding fall semester admission after the May 1 deadline for previously admitted students to accept or reject admissions offers. Students also may apply directly for admission to the Spring semester by submitting applications by the December 1 deadline. Admitted students may take courses in the summer but there are no regular summer admissions.

Merit Scholarships and Programs for Academically Talented Students. The standard admissions application is used to select students for merit scholarship awards without regard financial need. For best consideration for these scholarships, all application information, including the completed student form, transcripts and test scores should be filed by December 1. After this deadline, applications may be considered if scholarship funds remain available.

Some colleges and departments also provide merit scholarships for academically talented students. Students must obtain information about application procedures and requirements for these awards directly from the colleges and departments.

Admissions Requirements and Selection Criteria

As discussed above, Towson's current official admissions policies, like those at UMCP, closely parallel published USM policies. However, Towson uses a highly quantitative approach to selection which is based on a sliding SAT/GPA scale, reviewing non-quantitative factors only in borderline cases.

The specific admissions requirements and selection criteria are published for students in the catalog, application brochure, and the Admissions Office website. This information indicates that "admission is granted on the basis of the cumulative academic average in high school, test results and other supporting documentation as appropriate. It also shows that "candidates for freshman admission are also expected to complete a college preparatory curriculum including:

- Four units of English
- Three units of mathematics, including algebra I, algebra II and plane geometry
- Three units of social sciences
- Three units of laboratory science
- Two units of a foreign language
- Six elective units (Towson University, 1999-00, p. 44)

Prospective students and their high school counselors also are provided with information about the distributions of GPAs and SAT I verbal and mathematics scores for the prior year's class of new freshman. The following information was provided to Fall 2000 applicants describing freshman admitted in Fall 1999 (Towson University, 1999-00):

TOWSON UNIVERSITY: FALL 1999 FRESHMAN CLASS DATA

Grade Point Average:

Range	Percentage
Above 3.50	38%
Between 3.0-3.49	36%
Between 2.50-2.99	24%
Less than 2.50	2%

SAT I Ranges:

Range	Verbal Percentage	Math Percentage
650+	11%	11%
600-649	17%	19%
550-599	31%	32%
500-549	29%	27%
<500	12%	11%

Selection factors. The sliding SAT/GPA scale is the primary way students are selected for admission, with students having higher high school GPAs needing lower SAT's and vice versa. As noted above, this grid is not published and is adjusted annually to facilitate meeting enrollment targets (Interviews, TU, 10/3/99, 10/12/99). Generally academic performance, as measured by GPA, is considered more important than SAT scores and, in borderline cases, a student with a high GPA and low SAT scores is more likely to be admitted than one with high SATs and a low GPA. High school graduation is generally required, although students who earn a GED may be admitted under certain conditions and a "select number of outstanding students" are admitted after completing their junior year in high school (Towson University, 1999-00, p. 44). A more detailed analysis of the use of specific factors is provided below:

Test scores: SAT I (or ACT) is required; SAT II and Advanced Placement scores are used for placement and to award credit, but not in admissions.

High school GPA: Senior year grades are not used for those meeting the priority admission requirements (1100 combined SAT and 3.00 cumulative GPA for grades 9 through 11). First semester senior year grades are used in evaluating all other applications. GPA currently is used as calculated by the high school. However, until last year, the GPA was recalculated based on academic subjects only. The new approach was adopted because a study of differences between these two approaches revealed few discrepancies in admission decisions and it provided a considerable time savings. Generally, the type of high school is not considered in reviewing grades and the admissions staff assumes that students are being graded fairly.

Class rank: Rank is not used in admissions decisions. Many high schools do not provide ranks, including those in large school systems.

Required course work: Applicants generally must meet the minimum course requirements described above for regular admissions. However, applicants may be admitted with selected deficiencies and the understanding that these deficiencies will be addressed during the first semester of enrollment at Towson.

Quality of course work: The type of curriculum pursued and the nature of the individual courses (AP, honors, etc.) are not considered if the applicant meets the minimums in terms of course and GPA requirements.

Personal statements: A narrative section that requests supplemental information that may be of assistance in reviewing the application, including an assessment of strengths and weaknesses and their potential impact on academic performance, is requested on the application form. This information is used as appropriate, generally in borderline cases or other cases in which admission decisions may be difficult; but not in all cases.

Recommendation letters: Counselor recommendations are required and generally are used in the same way as personal statements.

State residency: Since USM limits total out-of-state enrollment to 30 percent, residency must be considered to some extent in making enrollment decisions. However, since 60 percent or more of the applications are from within Maryland, and the yield rate is considerably higher for in-state admits, generally the same parameters and standards are used to evaluate in-state and out-of-state applicants.

Geographic diversity: USM policy indicates that student enrollment should be drawn from all areas of the state, geographic diversity is a factor that may be considered when appropriate.

Status of high school attended: The status of the high school is considered only for borderline cases.

Extracurricular, work and community activities: Accomplishments in these areas can positively affect admissions decisions for borderline cases but are not considered for all applicants.

Applicant background information: Factors such as those listed below may be given some consideration in making enrollment decisions, particularly in borderline cases where test scores and/or GPA may be somewhat lower than are usually acceptable. However, race and ethnicity are not used because of recent court cases in other states.

First generation college
First generation English-speaking
Economically disadvantaged
Legacies (children/siblings of alumni)
Special circumstances
Special talents/skills in athletics, music, art, etc.

Making Admissions Decisions/Selection Process

Towson has a rolling admissions process. Admissions decisions for most students are made based on the SAT/GPA grid . Like UMCP, Towson has a highly centralized selection process in which the Undergraduate Admissions Office reviews and makes decisions on applications to all schools and colleges, and plays a major role in decisions on merit aid and honors program invitations. There is no formal participation by any standing or ad hoc committees, or by colleges, departments or individual faculty, although the Admissions Committee is involved in deciding appeals from rejected applicants.

Application reviews begin early in October. All applicants meeting the priority admission criteria are informed of their acceptance status approximately six weeks after submitting their applications. All others are deferred until first semester senior grades are available. Students are asked to make a commitment to enroll and submit an enrollment deposit by May 1. If space is still available after May 1, new applications will be considered, although the criteria for acceptance may increase for these late applicants.

Admissions counselors use the SAT/GPA grid to identify the "clear admits" and definite rejects. Borderline cases, and those who might be considered for admission as "exceptions," are held for further reviews by the Director and/or other admissions staff members. As noted above, in general, GPAs are given greater weight than SAT scores. Thus, someone with a high GPA and relatively low SAT is more likely to be admitted than someone with high SATs but low high school grades. In borderline cases, the complete application folder is carefully reviewed and additional factors are considered, such as the information on the personal statement, extracurricular and community activities, family background, improvement in performance from 9th to 12th grade, the type of high school, and the difficulty of completed coursework. The decisions by Admissions Office staff are final unless there is a formal appeal by the prospective student.

Colleges, Departments and Programs (Screened Programs). Applications for all units are processed centrally using the criteria described above. Although each college/school has the autonomy to set freshman requirements, only dance and music have additional requirements for freshman admissions. The other programs with additional admission requirements (screened programs) admit students at the sophomore and junior levels. Specific college, school, or department selection criteria, and requirements in addition to the general University-wide criteria, are described in the Towson college catalog and in various college/program/ department brochures.

All applicants for first-time freshman admissions, including all applicants for music, dance and other screened programs, must be admitted to the University first. The Admissions Office admits students to the University without consideration of major. Students must contact the music, dance, or any other department, they wish to major in, directly. Currently only music and dance admit freshman applicants. Others, including nursing and education, admit students in the middle of the sophomore year.

The Honors College. Towson's Honors College is open to incoming freshman who have demonstrated superior academic potential or performance by meeting one or more of the following requirements: 1) a minimum combined SAT I score of 1180 with a minimum 620 verbal; 2) a GPA of 3.50 or better with minimums of 550 verbal and 500 math on the SAT I; or 3) special permission of the Honors College. Students who meet the quantitative criteria are invited to join. Others may request that they be considered for admission.

Selection for merit scholarships is based on information provided on and with the standard application form. All applications submitted by December 1st are automatically considered for merit scholarships although later applicants may also be considered if funds are still available. Minimum required SAT I scores and GPAs are published annually for most of the major scholarships. These criteria are developed by the Associate Vice President for Enrollment Management and the Director of Financial Aid in consultation with the Director of Admissions. Currently, for the Towson Scholar Award, which is the largest award, a minimum cumulative GPA of 3.50 and a composite SAT I score of 1470, or higher, is required. Several other awards which provide varying levels of support also require a cumulative 3.50 GPA but have lower SAT I requirements (general 1270 to 1360) and/or other criteria such as special talents, Maryland residency, or leadership potential. Two colleges, Science and Mathematics and Business, also provide some merit scholarships.

Policy Exceptions

Although system policy allows up to 15 percent of the students to be admitted without meeting systemwide admission requirements, in recent years Towson has admitted a far lower percentage (approximately 4 percent) of new freshman as "exception" to the policy (Interview, TU, 10/3/99). The Admissions Office staff generally makes decisions about exceptions and work closely with departments such as music, dance, and theater, which are more likely to seek to admit students with special talents as exceptions. If necessary, the President adjudicates when departments or colleges or other units (such as athletics) and the Admissions Office cannot agree on whether or not to admit a particular student (Interviews, TU, 10/3/99).

Applications from students with documented learning disabilities who cannot be admitted using normal admissions criteria (including the factors used for borderline applicants) are reviewed by a special committee that includes representatives from academic advising, the Office of Special Services, faculty experts on the learning disabled, and developmental/remedial education faculty (Interview, TU, 10/3/99). A small number of students who do not meet specified course requirements are admitted with the understanding that, unless these deficiencies are made up by the end of their first semester at Towson, their degree candidacy will be withdrawn. However, generally students applying directly from high school will not be admitted with more than one course deficiency (Towson University, 1998-99).

Relationship Between Admissions and Financial Aid

Towson provides a wide variety of need-based and merit aid to entering students (Towson University, 1998-99; *Ibid.*, undated). The Director of Financial Aid works with the Associate Vice President for Enrollment Management to identify criteria for major scholarships. The same criteria are used for in-state and out-of-state applicants. The Admissions Office then is responsible for implementing these criteria. Needs-based aid is processed separately by the Financial Aid Office.
(Interview, TU, 10/3/99).

Merit aid is used to "discount" tuition and encourage enrollment by students the Campus particularly wants to attract. Discounting, or leveraging, has been used for a number of years but has become particularly important since 1992. Regression equations and other quantitative data are used to model the effects on yield rates of using different criteria for awarding merit aid. In Fall 1998, 775 first-time freshman (40 percent) received merit scholarships, substantially more than the 395 (22 percent) awarded in Fall 1997 (Interviews, 10/3/99, 10/12/99).

PLACEMENT AND REMEDIATION

PLACEMENT AND REMEDIATION DATA

A substantial percentage of Towson's entering freshman require remediation in one or more of the basic skills areas with the highest percentage requiring remediation in math (Maryland Higher Education Commission, September 1999). As shown below, students who completed the USM admissions requirements were considerably less likely to require remediation in mathematics and English than their counterparts who did not complete these requirements; however, there was little difference in these two groups regarding the percent who required remediation in reading.

Table 2
Towson University New Freshman:

Percent of Core and Non-Core Curriculum Students Needing Remediation*
1997-1998 Entrants

	Core	Non-Core
English	11%	18%
Reading	6%	7%
Math	19%	31%

* Core students essentially completed USM system requirements; non-core did not
(Source: Maryland Higher Education Commission, September 1999)

Although the Maryland Higher Education Commission (MHEC) collects similar data from all two and four-year colleges, comparisons across campuses are not possible because, as stated in the MHEC's 1999 SOAR report, "Public four-year institutions in the State that offer remedial courses continue to use an assortment of tests and cut off scores" (Maryland Higher Education Commission, September 1999, p.2). According to staff in the Office of Remediation and Assessment, which works with the Institutional Research Office to provide the required information to MHEC, there is little, or no, use of the MHEC data on campus (Interviews, 10/12/99).

Institutional data on developmental placements provided by Towson's Office of Remediation and Assessment show the numbers of students tested and the numbers placed in reading, mathematics and writing over the past ten years (although most students tested in the Fall are entering freshman, some transfers or others who had not been previously tested also may be included). These data suggest there has been some variation in the percent of students requiring remediation. However, as shown below, during this period there have been changes in tests and cut off scores that may have influenced these percentages more than differences in the preparation of students.

Table 3
Towson University: Trends in Students Requiring Remediation

	Fall 1996	Fall 1997	Fall 1998
Placements			
Dev. Reading	172	108	108
Dev. Math 100	214	172	188

Dev. Math 101	271	248	233
Dev. Math 110	47	17	19
Dev. Writing	329	242	274
No. tested	1,274	1,179	1,311
No. with placements	757	623	673
No. of placements per student			
1 placement	528	484	513
2 placements	182	115	129
3 placements	47	24	31
Entering Freshman	1,845	1,795	1,911

(Source: Towson University, Office of Remediation and Assessment, 1998)

Campus Perceptions of Student Preparation

In general, those interviewed were somewhat concerned about students' preparation for college-level work. They expressed concerns that today's students do not read enough, are not prepared to concentrate for the traditional 50 minute college class, and are not ready for complex problem solving. Some interviewees suggested that the problem was not that students were less well prepared than in the past but that they learn differently than in previous generations (Interview, TU 10/12/99).

Several interviewees noted that there were considerable differences in high school and college expectations of student performance. They also noted that, at times, high schools, which are often burdened by parental and community social expectations, award grades that are higher than those merited by student performance. This sometimes resulted in "outraged" parents who do not understand and/or accept the fact that students with high achievement in high school are required to take remedial courses at Towson because of low placement test results.

One interviewee was particularly concerned about the preparation of students with disabilities for the higher education environment. He noted that, in elementary/secondary education, others develop the IEPs (individualized education plans) for students with disabilities and help them "navigate the process." However, in higher education, these students must learn to do this for themselves.

Several interviewees were encouraged by the results of the MSPAP at the elementary/middle school levels and suggested that the implementation of the High School Assessment program would result in better prepared students in four to five years. Many were somewhat familiar with this program, and believed that students who could demonstrate they had acquired knowledge and skills contained in the core learning goals underlying the proposed testing would be better prepared for college (Interviews, TU, 10/12/99).

GOVERNANCE AND POLICYMAKING

Prior to 1988, Towson and all other institutions governed by the BOTSUC, were required to use the standard tests and cut-off scores mandated by that Board. The Board set scores of 470 on the SAT verbal and mathematics tests as the cutoffs for exemptions from campus placement testing. In the late 1970s it adopted several well-known standardized tests for placement (the California Achievement Tests, the Nelson-Denny, and the TSWE) and then switched to the New Jersey College Basic Skills Tests as the standard placement instruments for all of its campuses. On joining the University System of Maryland in 1988, Towson gained the autonomy to set its own academic placement and developmental/remedial education policies and procedures. Since then, campus committees, departmental faculty, and the Office of Remediation and Assessment have reviewed and, when appropriate, changed the tests and/or the cut-off scores used for exempting students from placement testing. However, in general, the subject areas and expected levels of achievement established by the BOTSUC have not changed dramatically and Towson continues to require all students who do not meet specified exemption criteria to take placement tests in reading, writing, and mathematics (Interviews, TU, 10/12/99).

Placement policies and procedures are administered by the Office of Remediation and Assessment, under the overall direction of the Vice President for Student Life. This Office works with the academic departments whenever it, or the departments, identifies a need to reexamine tests or developmental/remedial placement cut-off scores. However, there are no regular timetables or standard data analyses that indicate when such evaluations should be initiated (TU, interviews). In general, there has been little demand for statistical analyses of the validity of placement tests or cut-off scores with most concerns about placement criteria stemming from informal reviews of the content of particular tests and/or from considerations of placement results for individual students (Interviews, TU, 10/12/99).

In general, there does not appear to be any pressure to reduce the amount of required testing or to lower cut-off scores, either from others on campus or from the USM office. However, there are complaints from parents when students with high GPAs in high school are placed into remedial courses. According to several of those interviewed, these disparities often reflect a lack of demanding reading and writing assignments throughout elementary/secondary school and/or grade inflation in high school (Interview, TU, 10/12/99)..

CURRENT PLACEMENT AND REMEDIATION POLICES AND PRACTICES

General Procedures and Practices

Academic placement and developmental/remedial education are discussed in the catalog as "Competency Requirements for Entering Students" (Towson University, 1998-99) However, they are not specifically discussed in published materials such as viewbooks, the general campus website or the freshman application brochure (Towson University, 1998; *Ibid.*, Feb. 2000; *Ibid.*, 1999-00). Admitted students are informed about placement testing requirements after they return the form and deposit indicating they plan to enroll. All students who do no meet the exemption requirements are given an on-campus testing date sometime between April and August. Students also are sent mail-in registration materials when they confirm their enrollment. Those who do not complete required testing before submitting their registration materials have a hold flag placed on their registration and may need to adjust their schedules during orientation or at the beginning of the semester (Interviews, 10/3/99, 10/12/99)..

Following the dissolution of the BOTSUC, the Placement Director worked with Institutional Research to review the existing exemption cutoff scores (470 SAT I verbal and mathematics scores) but found no evidence for any changes. In 1995, the cut-off scores were changed to reflect the recentering of the SAT I test scores. As a result, students must now have SAT I verbal scores of 550 or above to be exempt from taking the reading and writing tests, and SAT I mathematics scores of 500 or above to be exempt from taking the mathematics placement test (Towson University, 1998-1999, p.27). There are no waivers of the testing requirements but students may appeal their placements and, on occasion, waive developmental studies course requirements (Interviews, 10/12/99).

Students who do not obtain the required minimum scores on the placements tests are required to take, and successfully complete, the applicable developmental studies courses or demonstrate they have achieved the desired proficiency through additional testing. Those who do not satisfy this requirement by the end of their third semester can no longer be enrolled as degree candidates. Most students are successful in their remedial course work, and those who do not pass after three semesters can appeal to the Academic Standards Committee which often allows them to have "one more chance" (Interviews, TU, 10/12/99). A recent experiment designed to compare Towson's developmental education program with that of an outside provider confirmed this perception and indicated that Towson's program was more effective at a lower cost (Interview, 10/12/99).

English and Reading

Towson currently uses the Nelson-Denny for placement testing in reading and the ACT Asset test for English placement. These tests were adopted shortly after Towson became part of the USM and replaced the previously mandated New Jersey Basic Skill Examinations. In part, the New Jersey test battery was replaced because it included an essay exam in English which the faculty maintained it did not have sufficient resources to grade. In the more than ten years that the Nelson-Denny and ACT Asset tests have been used at Towson, faculty and department have expressed only minimal faculty or departmental concerns about their validity or appropriateness.

Towson offers two developmental reading courses (basic and intermediate level college reading skills) and one developmental writing course that provides a review of grammar, usage, and writing effective sentences. None of these courses offers credit for graduation and all are graded on a satisfactory/unsatisfactory basis (Interview, 10/12/99).

Mathematics

The ACT Asset placement test in mathematics was used until two years ago. Moreover, until relatively recently, students who achieved 9th grade level skills were not required to do remedial work. When MHEC instituted the requirement that all college credit mathematics courses must have an intermediate algebra level prerequisite, the minimum performance standard was raised to the 11th grade level.

Currently, placement in mathematics is based on a test selected and adapted by the Mathematics Department. This test is a modified version of the Mathematics Association of America (MAA) test and it similar to the test used at UMCP. It allows students to be placed in courses consistent with their skills, either at the remedial or college credit level (all students must complete at least one college-level mathematics course to graduate). However, advisors generally allow computer science students who test below pre-calculus to "by-pass" any remedial course work requirements (Interviews, TU, 10/12/99).

There is some concern about the use of the MAA test, with some believing that it does not appropriately test for the range of factors relevant to success in mathematics courses. The experience of those who have "by-passed" remedial or other coursework in which they were placed as a result of their test scores has not been examined. At present, the Mathematics Department does not have any plans to look at these issues (Interviews, 10/12/99).

Towson offers three levels of developmental mathematics courses that do not award credit and are graded on a satisfactory/unsatisfactory basis. For those students with the lowest placement test scores, Developmental Math 1 focuses on basic competence in arithmetic. The next level, Developmental Math II, is essentially a review of high school mathematics. Intermediate Algebra is the highest level developmental course (Towson University, 1998-99).

PROGRAMS TO SUPPORT STUDENT SUCCESS

Towson offers a variety of programs and services to help students adjust to college life and achieve academic success. The Academic Advising Center, the Counseling Center, the Learning Center, the Tutorial Services Center and the Writing Lab each provide a broad array of personal development and academic support services to new and continuing students (Towson University, 1998-99, p.35-37). Programs with a particular focus on new freshman include the following:

Orientation and New Student Relations: New students attend a one-day orientation program that provides them with information about University programs, facilities and services; helps them register; and offers them an opportunity to meet faculty, staff and student orientation leaders in supportive environment. In addition a "Welcome Week" program is offered during the first week of classes. This program provides activities to help students become better acquainted with each other and the University.

Special Projects: Project Marj, a wilderness adventure program, and Project Habitat, a public service program, are available to new students in late summer before the start of the Fall semester. These programs help participants meet new friends, increase their self-confidence, and identify with the University.

New Student Registration and Retention: Professional advisors are available to help new students understand University academic regulations and select courses that will help them meet both their own goals and University requirements.

SAGE (Students Achieve Goals Through Education): This program, part of Towson's retention activities, focuses on assisting new African/American students achieve academic and social success by providing each new student with two mentors, one an upper class student and the other a faculty member or administrator. It also offers a variety of special activities for these students, ranging from special advising sessions to social functions.

OUTREACH AND COMMUNICATIONS

GENERAL STUDENT RECRUITMENT

Towson is considered a "moderately competitive" institution. Among Maryland public institutions, it is comparable to Salisbury State University and slightly more selective than Frostburg. Four year institutions for which there is a substantial overlap in applications include UMCP, UMBC (the University of Maryland in Baltimore County), and Salisbury State. Major "selling" points to prospective students include cost, its *U.S. New and World Report* ranking as the 7th best regional public university in the Northeast, size, location, and the range of academic programs. In addition, recruitment materials emphasize the availability of student support services. Towson also is promoted as a teaching institution in which students are known as individuals and are taught by regular faculty members, not graduate students (Interview, 10/3/99, 10/12/99).

The Admissions Office has the major responsibility for recruitment activities. However, it relies on the Associate Vice President for Enrollment Management to establish enrollment targets and to provide data on applications, acceptances and yields for previous years. In developing recruitment strategies, the Office also looks at the demographics of primary feeder areas, reviews marketing data from the College Board, and works with a consulting firm with expertise in marketing related to geo-demography. In addition, its works with the Educational Planning Service operated by the Educational Testing Service (Interview, 103/99, 10/12/99).

The recruitment process includes mailings, Campus open houses, and high school visits. Approximately 80,000 viewbooks are mailed to high school juniors based on SAT scores provided by the College Board. Most of these mailings are to prospective students in the mid-Atlantic region, Ohio, Connecticut, and Massachusetts. Special mailings are sent to Maryland high school students who have been named Maryland Distinguished Scholars or National Merit semifinalists.

Each year, Towson's admissions counselors visit every public high school in Baltimore County, all private high schools in the Baltimore area, and most public high schools in other Maryland counties. They also attend numerous college fairs throughout the state. Admission counselors also are assigned to visit schools in primary out-of-state feeder areas, which include New Jersey, New York (particularly Long Island), and Pennsylvania. Although scheduled recruitment activities target high schools, the admissions staff tries to accommodate requests from middle schools for visits or tours (Interview, TU, 10/3/99).

Seven open houses are held every Fall for high school seniors and two more are conducted in the Spring for high school juniors. Approximately 600 students attend each of these events. The Office of Student Life, faculty, and administrators from the individual colleges and departments, and members of the Campus admissions committee assist the Admissions Office with these efforts and with on-campus and off-campus "meet and greet" sessions for admitted students and their parents. In addition, campus tours are conducted twice a day, Monday through Saturday, for prospective and admitted students (Interview, TU, 10/3/99).

Communication of Admissions and Placement Requirements and Standards to High School Staff, Parents, Students and Community Members

Students, parents, high school staff, and others are informed of admissions requirements during visits to high schools and as part of campus tours for prospective students. Published materials describe: 1) specific admissions requirements, 2) selection criteria for admission to the university, 3) merit scholarships, and 3) the basis for invitations to the college honors program. The sliding scale SAT/GPA grid used in making admissions decisions is a confidential document and is not described in any published information for students, parents, or other constituencies. However, its use, but not the specific cut-offs, is explained during presentations at high schools and college fairs. Prospective students also are not specifically informed about required placement testing and developmental courses, either in published recruitment materials or during on-campus or off-campus information sessions. One interviewee suggested that discussing these requirements "was not a good way to attract students". Of course, if students, parents, or others request information about academic placements, every effort is made to respond to their questions (Interviews, TU, 10/3/99).

Recently, the Admissions Office instituted a series of luncheons and receptions for high school guidance counselors. This year high school personnel responsible for college counseling (generally the school "career coordinators") from Montgomery County, Maryland visited the Towson campus. In future years, this program will be offered to high school counselors in different areas of the state.

The Financial Aid Office also is involved in recruitment activities; regularly conducting financial aid workshops for the community, at public and private high schools in the area, and at on-campus open houses. The Director of Financial Aid emphasized the importance of providing information about the criteria for all merit aid awards as early as possible so that students and their families know what is needed to receive this assistance and have a better idea of their own likelihood of receiving this type of aid.

Special Outreach and Recruitment Programs

Towson is involved with several programs specifically designed to provide increased opportunities for minorities and other less advantaged populations to enter and achieve success in higher education. In cooperation with Morgan State University, the campus participates in Project Prime, a program designed to inspire interest in higher education among minority high school students and recruit appropriate minority applicants to Towson University. The Financial

Aid Office provides funds and other support to a special program at an area Catholic school that is designed to assist elementary and secondary school students to acquire the academic and social skills required for success in high school, college, and the workplace. In addition, as part of the new federally funded GEAR UP grant program, Towson will collaborate with area schools and colleges in trying to get middle and high school students interested in and prepared for higher education.

The Mathematics Department's distance education offerings represent a somewhat different type of outreach and recruitment device. Three distance education mathematics courses for high school students are offered at 12 high schools; simultaneously introducing more advanced high school students both to college-level work in mathematics and Towson University.

K-16 AND OTHER SCHOOL/COLLEGE ACTIVITIES

Towson University is involved in a broad array of collaborative activities with K-12 education, both in the Baltimore metropolitan region and statewide. Many of these activities were initiated at the campus level and are designed to improve instruction in elementary/secondary schools, to help alleviate Maryland's teacher shortage, and, according to one interviewee, to overcome the "big disconnect between faculty in higher education and the schools" (Interview, TU,10/12/99). In addition, the University's President and Provost are active participants in the statewide K-16 council and workgroup respectively, thereby increasing campus-wide understanding of the purposes and directions of these groups.

Campus-based K-16 activities

Many of Towson's colleges and departments have developed a number of special programs that involve direct collaboration and cooperation with elementary/secondary school's students and teachers. Some examples of the programs offered by the disciplinary-based colleges and departments include:

- Establishing a P-16 campus-based Council with faculty from the Arts and Sciences disciplines.
- A College of Fine Arts initiative in which University faculty work with K-12 teachers to help them integrate the arts into instruction in a broad range of disciplines.

- A Center for Economic Education which helps expand and improve instruction in economics in K-12 education by consulting with curriculum specialists and teachers and developing economic education materials appropriate for elementary/secondary school students.

- The Center for Science and Mathematics which cooperates with area high schools in offering mathematics courses for advanced high school students (see section on Special Outreach and Recruitment programs above).

- Establishing a Center for Humanities and Social Science Education.

In addition, faculty in the College of Liberal Arts have worked with the Education Trust in examining high school achievement tests used several other states. This fostered an awareness of some of the problems with current testing initiatives, including the lack of alignment among various types of tests and the mixed signals that some of the tests send to students.

Towson's College of Education works closely with the Maryland State Department of Education and, as reported by several interviewees, is kept well informed of state-level actions related to elementary/secondary education (Interview,TU, 10/12/99). The College has been heavily involved with a number of teacher education reforms and initiatives. Examples of these activities include:

- Membership in QUE (Quality Undergraduate Education) project for Community College-University partnerships for creating standards in core arts and sciences majors.

- Participation in STEP (Standards Based Teacher Education Project), a project sponsored by the Council for Basic Education and AACTE (Council for Teacher Education). The primary purpose of this project is to increase the engagement of liberal arts and science faculty in K-12 teacher preparation and in performance assessments of teachers.

- Collaboration with MSDE in implementing the "Professional Development Schools" concept in schools in Baltimore, Harford, Anne Arundel, and Charles counties and in Baltimore City. This concept, which seeks to increase school-based training opportunities for teacher candidates and experienced teachers by assigning higher education faculty to work at particular schools, was reported to be evolving well but still in need of assessment. The Dean of the College of Education indicated that he hoped some day to have all TU's disciplinary-based colleges involved in a network of professional development schools.

- Enhancing teacher training opportunities in Maryland by increasing the size of its teacher education programs by ten percent to 15 percent, possibly by incorporating web-based instructional approaches as an additional delivery mechanism; continuing to offer an active MAT program, and modifying its teacher education curriculum to prepare prospective teachers for Maryland's new PRAXIS certification examinations.

- Starting a Center for Leadership in education under a former school superintendent and offering an Ed.D program at of-campus sites or using distance education modalities.

Campus involvement with Statewide K-16 initiatives

Towson's President serves on the statewide K-16 Leadership Council and the provost is a member of the K-16 Workgroup. Both also are active in the statewide K-16 Business Roundtable, which provides a forum for education and business leaders to work together on issues of interest to both groups. In addition, faculty and administrators from Towson's College of Education have been involved in preparing K-16 Workgroup reports and recommendations on teacher education. Other administrators and faculty have played an active role in several discipline-based statewide K-16 initiatives (see Part II of this report). For example, English department faculty members have been involved in developing core learning goals for high school English and in establishing statewide standards for the C grade in the first college-level writing course. Mathematics and computer science faculty have participated in statewide discussions on core learning goals for mathematics and on the articulation of high school level computer science course competencies with those in entry level college courses. However, at the time of this study, little thought had yet been given to the use of the core learning goals, or the proposed high school assessment tests based on these goals, in college admissions and course placement.

Statewide and national K-16 efforts were seen as stemming from concerns about the quality of K-12 graduates and from the State Superintendent of School's belief that assessment and high standards will increase student outcomes in K-12 and, consequently, student success in higher education. However, some interviewees were skeptical about the value of assessment and accountability in improving student outcomes and one described these movements as "sometimes trying to measure everything, even if it is not measurable" (Interview, 12/20/1999). In addition, there was some concern that all Maryland's statewide K-16 activities focus on the public sector, both at the high school and college levels, and that this could lead to a chasm between public and private schools and become an issue that divides people based on income (Interview, 12/20/99).

At Towson, the involvement of senior campus officials has increased campus awareness of the purposes and the activities of Maryland's statewide K-16 Council and Workgroup. Nevertheless, several interviewees noted that the purposes and the work of these groups are not well known on many campuses in the state and that the state-level structures have spread their efforts too broadly have not been particularly helpful for the campuses. The interviewees also said that more opportunities for participation by mid-level administrators and faculty were needed for meaningful changes to occur. In addition, Towson administrators expressed concerns about the lack of targeted funding for K-16 initiatives (Interview, TU, 12/20/99). The USM Chancellor included some funding for this purpose in his most recent budget. However, the Legislature rejected the request and, instead, requested a study to document the needs before providing funding. The State's Secretary for Higher Education predicted that the Legislature would provide funds for this purpose in the FY-02 appropriations bill. When asked about the future of the current statewide initiative, there was a perception that the K-16 Leadership Council would survive even if the current heads of any of the three cooperating agencies (USM, MSDE, MHEC) were to leave their positions but that the K-16 Workgroup would not continue because its activities are not related to campus efforts, participation is time-consuming, and specific accomplishments are difficult to identify (Interviews, 10/12/99, 12/20/99).

POLICY IMPACTS AND STUDENT OUTCOMES

DATA AVAILABILITY AND REPORTING

The Office of Institutional Research has primary responsibility for maintaining and reporting data on student outcomes, including data on retention, graduation and other measures of student success. It maintains an internal data base that can be used to track students for 12 semesters and submits required data on student placement and student outcomes to MHEC and the USM. This Office also provides the Associate Vice President of Enrollment Management with the raw data used to develop enrollment projections and admissions cut-offs. Although the Research Office tries to respond to faculty and staff requests for additional data, with its small staff of only two professionals, it can only conduct a few specialized studies of student performance.

Basic campus trends in retention and graduation rates are reported in both the Towson and the USM factbooks and include specific data by gender and racial/ethnic groups (Towson University Office of Institutional Research, 1998-99). Information about the college preparation and performance of recent high school graduates (e.g. remedial course work placements, performance in first college-level mathematics and English courses, cumulative grade point average, and persistence to the spring term) is available in MHEC's Student Outcome and Achievement Report (Maryland Higher Education Commission, September 1999). However, most of those interviewed indicated that they were unaware of this report (Interviews, 10/12/99).

STUDENT OUTCOMES

Retention and Graduation Data

Towson's second-year retention rate for all first-time degree seeking freshman (83.3 percent) entering in Fall 1997 is similar to the comparable rate for the USM as a whole (84.1 percent). For African/American students in this cohort, the second-year retention for TU (85.5 percent) exceeds both the rate for all TU students and the rate for all African/American students in the system (78.1 percent). The six-year graduation rate for all first-time full-time freshman entering Towson in Fall 1992 was 62.9 percent, somewhat higher than the comparable USM rate of 58.0 percent and substantially higher than the 40 percent to 48 percent rates for the comparable cohorts in the early 1980s. Similarly, the retention rates for Towson's African/American students have increased substantially, from 20.7 percent for the 1981 entering freshman cohort to 50.4 percent for the 1992 cohort. This rate is now considerably higher than the most recent systemwide rate of 39.4 percent (University System of Maryland, 1999a, see Appendix P).

Student Performance in College-Level Courses

As shown in the table below, new Maryland high school graduates appear to perform slightly more successfully at Towson than at all USM institutions. While this comparison must be evaluated cautiously because it may reflect differences in course content and grading practices, the data does suggest that the majority of students at both Towson and the USM as a whole are reasonably successful in their first year of college. For both of these groups, those who had essentially completed the USM core admissions requirements were somewhat more successful than those who had not.

Table 4

Towson University: First Year Performance of New Maryland Freshman

1997-1998 Cohort

	% with C or Better		Average Grade	
	Core	Non-Core	Core	Non-Core
Performance in first college math course				
Towson	83%	80%	2.7	2.5
All USM	82%	78%	2.6	2.4
Performance in first college English course				
Towson	92%	91%	2.8	2.7
All USM	91%	89%	2.7	2.6
Performance after first year			Cumulative GPA	
Towson	n/a	n/a	2.6	2.5
All USM	n/a	n/a	2.7	2.5

(Source: Maryland Higher Education Commission, September 1999, Tables 6, 7 and 8)

ANALYSIS AND CONCLUSIONS

An initial analysis of Towson University's admissions and placement policies and practices suggests that they provide Maryland high school students with a relatively high level of access to a well-regarded regional comprehensive public university. It's traditional admissions requirements, and largely quantitative selection procedures, have remained fairly stable for a number of years and have been widely disseminated throughout the state. Furthermore, with an acceptance rate of 69 percent, and student selection criteria based on a sliding scale of high school GPA/SAT (or ACT) scores, high school students with diverse academic backgrounds have the potential to qualify for admission to an institution that has been ranked as a "top regional public school in the North" in *U.S. News and World Report's* "America's Best Colleges" issue.

At present, with only the SAT I required of prospective students, the role of testing in admissions does not appear to be an issue at Towson. There is a general awareness of the proposed statewide High School Assessment program, and of the Chancellor's support for using the results in admissions. Some interviewees specifically supported the program, suggesting that testing may result in improved student preparation. However, given that the High School Assessment program is still under development and, at the earliest, will not be implemented until 2005, there was no clear understanding or concern about its effects on prospective students or on Towson's own admission policies and practices.

The primary campus concern related to admissions appeared to be largely an enrollment management issue. In its enrollment planning, the USM has projected substantial overall enrollment growth for Towson. Campus administrators recently have decided to meet these projections by increasing graduate student enrollment. With increasing numbers of applications for undergraduate admissions, there is a recognition that this may result in new limitations on the acceptance rates for new first-time freshman applicants. However, there was no clear agreement on what strategies should be used to implement these restrictions and many believe it is important for Towson to maintain its comprehensiveness and not increase selectivity in ways that would decrease access.

Student preparation for college-level work did emerge as an issue at Towson. With more than 11 percent of freshman entering directly from high school requiring remediation and approximately 20 percent of these students requiring remediation in mathematics, many students, and their parents, are surprised and displeased about their placement into one or more developmental education courses. Academic administrators also expressed some concerns about student preparation, with some suggesting that the problem is not that today's students are less well prepared but that they have different skills and interests. There did not appear to be any serious concern about Towson's placement testing program and little interest in adopting any statewide tests or cut-off scores.

Towson University officials generally appear to recognize the importance of close cooperation with the elementary/secondary sector and have instituted a number of programs to foster this collaboration. With its roots as a normal school, and it large College of Education, Towson is particularly involved in efforts to improve the quality of teacher education in Maryland and to address the state's increasingly serious teacher shortage. The direct participation of senior officials in Maryland's active K-16 initiative has resulted in a general awareness of statewide goals and activities. However, there appears to be some questions as whether, or how, these initiatives would affect the University, particularly without additional funding.

In conclusion, Towson University appears to have an important role in providing Maryland residents with access to an affordable comprehensive university. It is too early to tell whether, or how, the proposed High School Assessment Program will affect campus admissions and placement policies and practices. It also is difficult to determine how the statewide K-16 initiative will ultimately affect University operations. However, the University's willingness to work with K-12 schools and officials are positive signs for the future.

Chapter VI
SUMMARY, ANALYSIS AND CONCLUSIONS

This study examined higher education admissions, placement and remedial education policies in Maryland, including statewide guidelines and regulations and the policies and practices of the University System of Maryland and its two largest institutions, University of Maryland, College Park and Towson University. It also examined statewide K-12 policies and initiatives affecting high school curricula and graduation requirements, including the state's efforts to implement high stakes high school assessments. Finally, the study considered the structure and accomplishments of Maryland's formal K-16 Partnership for Teaching and Learning. As indicated below, the findings suggest a number of conclusions about the affect of current policies and practices on the transition of students from high school to college in Maryland. The analysis also suggests a number of issues and challenges that Maryland, and perhaps other states, may need to address in trying to improve opportunities for students to enter and succeed in higher education.

THE ACCESSIBILITY OF HIGHER EDUCATION IN MARYLAND

STUDENT ACCESS TO HIGHER EDUCATION

Access to Public Four Year Campuses

Maryland high school students generally have reasonable access to its four-year public institutions. Geographically, as a relatively small state, with most of its population concentrated in the suburban counties surrounding Washington, D.C. and Baltimore City, four-year campuses are relatively close to the majority of prospective undergraduates. To serve students in areas which are most distant from existing four-year colleges and universities, the state is promoting distance education and creating partnerships in which institutions collaborate in establishing higher education centers in remote locations to provide high demand courses and programs.

Access for students with differing educational aspirations and abilities is facilitated by the diverse missions of Maryland's four-year public colleges and admissions, and their variety of admissions standards and criteria. Enrollments in its comprehensive universities range from 3,000 at the University of Maryland Eastern Shore to 16,647 at Towson University (Maryland Higher Education Commission, December 1999) and currently appear to provide sufficient capacity to admit qualified in-state applicants. UMCP, the state's flagship university enrolls 32,864 students. In anticipation of expected increases in the numbers of high schools graduates, USM's systemwide enrollment plan calls for enrollment growth at many of its campuses, with particular emphasis on increasing undergraduate enrollments. However, in support of the UMCP's goal of becoming one of the top ten public graduate/research universities in the nation, its freshmen enrollment is expected to remain relatively stable. The extent to which the other institutions actually do increase freshmen admissions remains to be seen. For example, to date, Towson University has expressed some concerns about its ability to increase undergraduate enrollment given existing resources but has suggested that it could increase its graduate and off-campus enrollments.

The relatively high acceptance rates of most institutions (54 percent for the flagship institution, 69 percent for Towson and similar rates for the other four-year comprehensive campuses) support the conclusion that Maryland's four-year public colleges and universities are generally accessible to qualified high school students. In addition, USM's very broad admissions requirements, as well as the relatively flexible admissions practices at UMCP and Towson, do not automatically exclude minority or disadvantaged students who are judged to have the potential for success but may not fulfill stringent requirements in terms of GPAs or test scores.

The Role of Community Colleges and Private Institutions in Promoting Access

This study examined only relationships between Maryland's public K-12 education system and its four-year public colleges and universities. Consequently, it neglects the state's community colleges that enrolled 103,561 students in Fall 1999 (nearly as many as the entire USM's 108,485), 12,206 of them first-time full-time freshman. Throughout the state, students have access to community colleges with extensive transfer programs. The state's strong and well-known articulation agreements enable students who initially enroll at a two-year school to transfer to a four-year public institution with minimum difficulty and/or loss of credits. These institutions should be included in future studies of K-16 relationships since they enroll significant numbers of recent high school graduates, and have admissions and placement policies that differ from those of the four-year institutions. Similarly, the study did not examine the practices of Maryland's independent institutions which enrolled 47,417 students in Fall 1999, 5,251 of them first-time full-time freshmen (Maryland Higher Education Commission, December 1999).

ADMISSION POLICIES AND PRACTICES

Institutional Autonomy To Make Admission Decisions

Institutions in Maryland have a great deal of discretion in setting their admissions requirements. Historically, an institution's freedom to make admissions decisions has been considered an important part of its traditional academic freedom. Consistent with this tradition, USM undergraduate admissions policy grants substantial autonomy to each system institution to "publish its own decision criteria, which may be more rigorous than the systemwide minima." UMCP and Towson have quite different missions. UMCP is an increasingly selective graduate/research university that is maintaining the size of its student body. Towson is a comprehensive university that, until recently, has not had the authority to offer doctoral programs and has maintained a relatively constant level of student selectivity each year. To fulfill their differing missions these institutions have developed quite different admissions standards and processes. UMCP's admission standards are relatively more qualitative than those of Towson, which are primarily quantitative. Both of these institutions provide Maryland high schools with guidance on the curriculum students should take in order to qualify for admittance.

Differences in college and university admission requirements pose some difficult problems for high schools seeking to aligning their graduation requirements with the admission requirements of higher education institutions. This problem in Maryland for school systems is compounded when one considers the large proportion of high school graduates who will attend a community college, some other type of postsecondary education provider, or who may not engage in postsecondary education. A "one size fits all" high school curriculum does not seem feasible if the high schools are to equip students with the differing competencies required for their various postsecondary academic and career tracks. Students with the requisite ability and motivation ideally should not be impeded from achieving their postsecondary academic aspirations by their early choices and performance. Nevertheless, poor student performance before high school, as well as their academic potential, does affect their likelihood of attending more selective colleges or universities unless they are afforded expensive and intensive interventions in the early grades and/or effective remedial programs in the high schools.

Aligning Higher Education Admissions Requirements with High School Assessment

Since Maryland's public institutions have a great deal of discretion in setting their admissions requirements, mandating that these institutions adopt specific course requirements or use specific tests would be contrary to long-standing traditions. Most of those interviewed at both UMCP and Towson generally were aware of the proposed statewide High School Assessment program, and of the USM Chancellor's support for using the results in institutions' admission decisions. However given that the High School Assessment program is still under development and, at the earliest, will not be implemented until 2005, there was no clear understanding or concern about its effects on prospective students or on institutions' admissions policies. The Admissions Director at UMCP noted that it draws students from all over the country and consequently the Maryland high school tests cannot be the "whole story" in terms of admissions. She also noted that there was resistance to the new high school assessments and graduation requirements by a considerable number of school personnel and suggested that the use of these tests has a long way to go. Those designing these tests will have to engage in a great deal of cross sector discussions if the tests are to serve the dual functions of ensuring a quality K-12 education and aiding colleges and universities in their admission decisions. There are undoubtedly areas where these two objectives could come into conflict.

The admissions process at UMCP, perhaps, could employ the result of High School Assessment Tests, if they are implemented, as one of the many criteria it employs to make admissions decisions. However, their use would raise interesting questions as to how much more these test scores add to current criteria for predicting student success. One obvious question is the extent to which the results of the tests would correlate with high school grade point averages and with SAT scores. To use the tests in making their decisions, Towson would have to either incorporate the test scores in the current quantitative approach it employs or devise a different approach for making admissions decisions. The use of High School Assessment tests in admissions needs to be examined because they may not be cost/effective. In addition, like any quantitative tests, they may not measure a sufficient portion of the qualities students are expected to exhibit and, thus, not serve as a useful basis for making high stakes judgements affecting students academic futures. There also are important questions that need to be answered about the incentive systems these tests create and the effects these incentives have on students, teachers, and schools. The literature on formative versus summative evaluations includes numerous concerns about the effectiveness of summative evaluations as a means for improving performance.

The migration of students from Maryland to institutions in other states, and the migration school graduates from other states migration to Maryland institutions, also pose a problem for a Maryland High School Assessment Test. Fall 1996 U.S. Department of Education's National Center for Education Statistics data indicates that 40 percent of college bound Maryland high school seniors attend out-of-state institutions (U.S. Department of Education, Fall 1996). At the same time, Maryland institutions attract 28 percent of their freshmen from other states. Maryland students seeking admission to an out-of-state institution could have a problem if their high school curricula are too closely aligned with unique Maryland requirements. Similarly, out-of-state students seeking to enroll in Maryland's colleges or universities could be handicapped if their admissions policies are linked too closely to a unique Maryland test. Also if Maryland tests are not aligned with the content of national examinations that are used across states for making admissions decisions, they might have a negative affect on students' possibilities for admission to institutions using these tests as one criterion for admission. A recent study by RAND, reported in the press, on student progress in Texas, seems to suggest that higher performance on state tests may not equate with higher performance on national tests such as the SAT and ACT.

The dangers of aligning curriculum with test content need to be more fully considered in Maryland. Test scores necessarily represent only a small part of what students are expected to gain from their schooling and always are based on controversial assumptions about the importance of particular kinds of knowledge. Scores on state tests, while enabling common criteria to be used to compare schools within-state thus getting around potentially idiosyncratic school grading practices, can also provide a means for persons far removed from schools to form judgments that frequently are superficial and often inaccurate given the complex factors that influence school performance.

PLACEMENT AND REMEDIATION POLICIES AND PRACTICES

Placement and remediation continue to be a concern in Maryland. Available data from MHEC's SOAR system and institutional studies, despite their limitations, strongly suggest that considerable numbers of the students who do enroll in the state's four-year institutions are not fully prepared for college-level work. The need for remediation is most extensive in mathematics. Even UMCP, which has eliminated placement testing in English and reading because of the strong credentials of its admitted students, has a substantial number of new students who are not prepared for college-level mathematics or, even if they attain minimum levels, are not prepared for the mathematics coursework required by their intended programs of study.

State-Level Policies and Practices

Maryland has tried to address concerns about the extent and costs of remediation in its higher education institutions, particularly its four-year public colleges and universities. In 1996, the Maryland Higher Education Commission (MHEC) conducted a study of remedial education at Maryland campuses and identified a variety of policy issues that needed to be addressed. New legislation in 1999 required MHEC to establish a “college preparation and intervention program.” Additionally, in Spring 2000 the legislature mandated that a 29-member Task Force be created to develop a comprehensive strategy to ensure that disadvantaged and capable students have adequate opportunities to successfully matriculate and graduate from institutions of higher education. This Task Force will face complex challenges in defining what constitutes remediation at institutions with a variety of missions, agreeing on how it can be identified, determining who should assume academic and financial responsibilities for dealing with it, and defining the respective roles of school systems, institutions, USM, MSDE, and MHEC. The complex socio-economic, political, and cultural, as well as the educational, roots of the problem will add to these challenges. Maryland’s K-16 structure, the Maryland Partnership for Teaching and Learning K-16, has, as one of its objectives, reducing the need for remediation. It will be interesting to observe the extent to which the new legislatively mandated Task Force will engage the K-16 Partnership and its workgroups in preparing its report on remedial education in Maryland, in participating in its deliberations, and in formulating and carrying out its recommendations.

The Maryland State Department of Education places a heavy emphasis on students preparation prior to high school in its Schools for Success reform initiative. This program assesses school performance through tests administered by the end of grades 3, 5, and 8, prepares reports on school performance, requires schools to develop and implement school improvement plans, undertakes initiatives to help improve low performing schools, and provides school performance recognition awards. Students who fall behind in their academic progress in the early grades will undoubtedly experience an increasingly difficult time in making up these academic deficits as they progress to higher grades. Programs that focus on maintaining students’ academic progress seem likely to hold the greatest promise for avoiding the social and economic costs of remedial programs. Recognizing this imperative, the State Board for Education has recommended delaying implementing its High School Assessment Program until sufficient state resources are made available to schools to address lack of adequate preparation in the lower grades. The Board does not want to confront the prospect of an unacceptable number of high school students, many of them undoubtedly minorities, being denied their high school diplomas.

Institutional Placement and Remediation Programs

The University System of Maryland does not have a formal policy with respect to student placement and/or developmental/remedial education, believing this is a campus prerogative. Thus, UMCP and Towson, and the other USM campuses, have established different policies and practices, largely reflecting largely their differing missions and the type of students they admit. For example, at UMCP the only required placement test is in mathematics and the test is used not only for determining remediation but also to place students in the appropriate mathematics course sequence. As the academic quality of its students increased over the years, UMCP has found less need for remedial course work, particularly in English and reading, where placement testing was discontinued some years ago. In contrast, Towson, which has less selective admissions requirements than UMCP, requires all entering freshmen to be tested in reading, writing and mathematics unless they are exempted based on SAT or other test scores (approximately one third of the new freshmen). Among those students who are tested, approximately half require remediation, usually in only one area, with the largest number requiring remediation in mathematics. Towson offers two developmental reading courses, one developmental writing course, and three levels of developmental mathematics courses. Given the concerns of MHEC and such differences in placement and remedial education programs in Maryland, it will be interesting to see if the state-level task force studying placement and remediation will recommend establishing systemwide policies.

Neither UMCP or Towson assesses or considers students' remedial needs during the admissions process. Even if severe remedial needs are identified after admission, students' financial aid packages are not affected and there is no postponement or reassessment of the initial admission decision. In addition, neither institution gives students credit for taking remedial courses.

The flexibility institutions possess to establish policies and practices for remediation appears to be highly desirable given their differing missions. Attempts to gain greater consistency in methods of assessing the need for remediation could have a negative effect on the ability of institutions' to pursue their unique missions, thus restricting the diversity of academic programs currently available to students in the state's higher education system. In addition, school graduation requirements, and their admissions counseling, will have to be aligned with the differing requirements of the institutions' diverse missions. State-level and institution-based collaborative efforts to communicate institutional academic requirements and assist the schools in improving their academic programs and teaching are increasing. However, most observers believed further efforts are needed.

Institutional Efforts to Reduce the Need for Remediation

As part of their K-16 efforts, both the UMCP and Towson work with schools to improve student performance in the earlier grades. Both institutions provide high schools with information on the high school course requirements that students seeking admission should complete. Maryland high school students who meet these requirements have been found to require less remediation in mathematics and English than those who have not. UMCP has the federally funded Talent Search Upward Bound programs, and a Math and Science Regional Center. In addition, its colleges and individual faculty participate in approximately 150 programs that provide direct support and educational opportunities to students, teachers and other educators, help develop and assess curriculum and instruction, and enhance school/college articulation. Although the majority of these programs are sponsored by the College of Education, the numbers from other colleges and schools have grown considerably in recent years. Towson also has several programs specifically designed to provide increased opportunities for minorities and other less advantaged populations to enter and achieve success in higher education. These include a special program supported by the Financial Aid Office which assists elementary and secondary school students to acquire the academic and social skills required for success in high school, college, and the workplace. The faculty in Towson's discipline-based departments also are involved in activities to improve the curriculum and instruction in the early grades.

These individual faculty and staff initiatives are important vehicles for reducing the need for remediation, leading one to speculate as to whether they would continue to expand and prosper if there is more state, system and institutional coordination. Perhaps more formal coordination and control would harm them by lessening their flexibility and constraining their entrepreneurial character. The current voluntary statewide K-16 structure and initiatives does appear likely to stimulate continued and increased institutional and faculty attention to efforts to work with the schools to improve their curricula and instruction in the early grades. In particular, it appears likely that the discipline-based departments increasingly will be called on to supplement the extensive efforts historically undertaken by the colleges of education. In addition to their substantive contributions, these mostly faculty and staff initiated efforts appear to have some promise of breaking down unfounded assumptions and distrust both between the institutions and the schools, as well as between the colleges of education and the disciplinary-based colleges and schools. Bureaucratic efforts to mandate these forms of cooperation could be insensitive to internal institutional constraints and priorities. Moreover faculty, even when they are willing to engage in cooperative activities with schools, may resist external mandates that appear to conflict with their own assessments of what is needed to improve school programs.

K-16 COMMUNICATION AND COLLABORATION

MARYLAND'S K-16 PARTNERSHIP FOR TEACHING AND LEARNING

Maryland's K-16 Partnership for Teaching and Learning is a voluntary collaboration established and led by the CEOs of three major agencies: the University System of Maryland, the Maryland State Department of Education, and the Maryland Higher Education Commission. The findings of this study reveal that this unique K-16 arrangement has both major strengths and weaknesses. Those interviewed on the campuses, at the system and at state agencies expressed a variety of perspectives, both positive and negative, about its operation and accomplishments. The K-16 Partnership was reported to have facilitated collaboration among faculty and administrators from both elementary/secondary schools and higher education institutions, in developing the Core Learning Goals for high school graduation and in redesigning and improving teacher education. Other frequently mentioned accomplishments include its work in the areas of remedial education and in establishing standards for a "C" grade in high school English composition. However, the Partnership's most important contribution, in the opinion of many of those interviewed, is improving communication and understanding between those in elementary/secondary and the higher education sectors. Senior K-12 and higher education officials were reported to be understanding better the constraints and rationales affecting each others' policies and practices. Within the institutions, faculty in discipline-based departments and those in education colleges were reported to be gaining a greater knowledge and appreciation each others perspectives and programs. This more extensive and more constructive communication was facilitating cooperative efforts to address teacher preparation issues, currently a major concern in Maryland because of the teacher shortage and because of the state's emphasis on student performance. As reported earlier, the most significant outcome of the Partnership is that: "...we have stopped pointing fingers at each other and have begun directing all our energies to solving our problems...we have begun to make some policy recommendations to our governing boards, and those recommendations are the foundations of systemic reform. (Langenberg, Marx, and Shapiro, Jan./Feb. 1999, p. 12).

Although most of those interviewed at the two institutions were aware of the Partnership and believed that it had increased awareness and communications about the issues in both the elementary/secondary and higher education sectors, many were unclear about its agenda and/or specific accomplishments. Some administrators believed the Partnership's activities were too divorced from campus realities and were, in part, responses to political agendas. Others, indicated that the purposes and the work of the Partnership's workgroups were not well known on many campuses in the state and observed that state-level initiatives often spread their efforts too broadly and, consequently, had not particularly helped campus efforts. They suggested more opportunities were needed for mid-level administrators and faculty to become involved in state-level efforts to bring about meaningful changes.

The voluntary nature of the K-12 Partnership was commented on by a number of those interviewed. Several said that its status as a voluntary alliance with no reporting authority except through the participating parties was both a strength and a weakness. They noted that the voluntary nature of the alliance limits bureaucracy and unnecessary formality, and that the arrangement allows participants to work together as peers. However, some also noted that the Partnership has no direct authority to ensure that its initiatives and programs are implemented and suggested that the strength and directions of the Partnership were heavily dependent on the specific individuals now serving as CEOs of the collaborating agencies. Although they generally believed that the Partnership had sufficient momentum to continue even if one or more of the current CEOs left, they speculated about the effect such changes would have its future directions and influence.

Another concern stemming from the voluntary nature of the Partnerships is its lack of specific funding, both for its own activities and for the institutional programs required to carry out its recommendations. In an effort to overcome this limitation, in Spring 2000, the Council submitted a request to the legislature, requesting that funds for a number of K-16 initiatives be included in the budgets of the institutions and agencies with responsibility for carrying them out

(Langenberg, Grasmick, and Florestano, November 18, 1999). However, the legislature provided only a small portion of the funding for the current fiscal year and requested a study be undertaken to guide further decisions in this area. Insufficient funds specifically targeted toward K-16 objectives could become a major impediment to achieving the Partnership's objectives. However, significant questions will need to be resolved regarding the process by which K-16 investment decisions will be made and the priorities for these investments.

The stability of Maryland's K-16 Partnership's will be tested in the near future. The Secretary of Higher Education retired and was replaced in July. The USM Board of Regents announced on October 27, 2000 that the USM Chancellor, the most active leader in forming and promoting the K-16 Partnership, would be retiring in approximately 18 months. The literature on state-level coordination of higher education suggests that strong leadership coupled with institutional flexibility may be more effective in promoting needed change than formal governmental bureaucratic coordination. State structures for governing, regulating, and coordinating higher education constantly are being debated in the U.S. with some states moving toward less governmental oversight while others have increased the authority of state-level higher education agencies. Maryland will have to assess the extent to which it can best achieve it K-16 objectives; through bureaucratic coordination or through less formal cooperative arrangements.

REPORTING STUDENT OUTCOMES TO HIGH SCHOOLS AND POLICY MAKERS

MHEC's Student Outcome and Achievement Report (SOAR), a legislatively mandated report, provides data on the performance of graduates of individual high schools at specific two and four-year colleges and universities, seeking to link information about students' high school experiences and their performance in college. Unfortunately, the effectiveness of this reporting is constrained by differing institutional testing practices, cutoff scores, and other criteria for determining who needs remediation. Recently, Maryland's community colleges, have agreed to adopt uniform standards for assessment and placement in reading, writing and mathematics. However, those interviewed at UMCP and Towson indicated little interest in adopting uniform requirements, given their differing missions. Other constraints on interpreting the SOAR data include not having data on Maryland students who attend out-of-state institutions (as noted, a comparatively large number of high school graduates). This makes interpreting data from schools that have significant numbers of graduates going out-of-state problematic. The data also does not reveal the effects of the mix of schools in the districts. Consequently, an informal 1998 study of school superintendents and comments by those interviewed revealed a mixed assessment of the value of the SOAR reports. There are so many complicating factors that determine student performance, and the measurement of performance, that the results of any such reporting system must be interpreted with a great deal of caution and even more caution should be exercised in determining appropriate policy responses.

TEACHER EDUCATION

Although this study focuses primarily on the high school/college transition in Maryland, a major focus of the State's K-16 efforts has been on teacher education. The State is facing an acute shortage of teachers and teacher preparation is viewed as a major concern of all levels of education. An MHEC study, "A Study of the Capacity of Teacher Preparation Programs in Maryland (November, 2000) reports that the MDSE "... has predicted that public schools will need to hire nearly 9,000 new teachers in the 2001-2002 academic year–almost double the number required five years earlier." The MHEC study goes on to report that: "Nearly half of Maryland's 60,000 public school teachers will be eligible to retire within the next two years" (p. 5) and that "The number of teachers produced by Maryland's teacher preparation programs in the past year represents just one-quarter of the total that is expected to be needed by the school systems in the State in 2001–and many of these students will take jobs outside of the classroom." (p. 6). MHEC and MDSE have conducted a major study of teacher preparation and proposed sweeping (and often controversial) revisions (Angeletti, 2000).

A major goal of MHEC's Maryland State Plan for Postsecondary Education is to strengthen teacher preparation. This concern also has been a major focus of the Maryland Partnership for Teaching and Learning K-16. As noted, the K-16 Workgroup has a committee specifically focusing on the professional development of teachers. Another committee is preparing a teacher training inventory in conjunction with the efforts of the National Commission on Teaching and America's Future. An additional committee of superintendents and deans/directors is attempting to resolve teacher training issues of concern to both groups.

Teacher education has been the major focus of UMCP's K-16 Council. The Council has been seeking to improve the working relationships between the discipline-based schools and colleges and the College of Education. The Council specifically created the K-16 Faculty Collaboration Committee as a subcommittee to "provide a structural vehicle to support campus communications and collaboration regarding teacher preparation" and charged this subcommittee with commissioning discipline-based task forces to consider and make recommendation about dual majors and/or other vehicles for meeting state concerns about content area preparation. By Spring 1999, dual majors were being devised in a number of fields and considerable progress was being made in helping arts and sciences faculty understand the rational and contents of many education courses (Interviews, UMCP, 12/7/99, 12/8/99). The College of Education is a major participant in MSDE's Professional Development School (PDS) program, and regularly works with school personnel in offering internships, seminars and other teacher training activities at six to eight school sites each year (Interview, UMCP, 12/7/99). The Dean co-chairs a statewide committee, composed of education deans and school superintendents, that is conducting an in-depth examination of Professional Development Schools.

Towson also is very involved in K-16 activities related to teacher education. Its faculty are participating in the Standards Based Teacher Education Project sponsored by the Council for Basic Education and AACTE. This project is seeking to increase the engagement of liberal arts and science faculty in K-12 teacher preparation and in performance assessments of teachers. Like UMCP, Towson is collaborating with MDSE in implementing the "Professional Development Schools" concept in several school districts. It also is planning to expand and modify its teacher education program to help meet the State's shortage of teachers.

In conclusion, this study suggests that the capacity of Maryland's higher education institutions, coupled with the admissions, placement and remedial education policies and practices of its university system and its two largest four-year institutions, provide high school graduates with a broad range of opportunities to attend a college or university consistent with their abilities and interests. State, system and campus officials are aware of the need for additional efforts to help more students achieve success in their educational pursuits and achieve their educational goals, and substantial attention is being devoted to identifying and supporting such initiatives. Maryland has been in the forefront of efforts to reforms its schools and to encourage cooperation between its elementary/secondary schools and its colleges and universities. However, Maryland's experiences with these efforts reveal that there are many challenges and issues confronting those attempting to reform its schools and their collaborations with higher education institutions. These include concerns about the potentially negative impacts of high stakes assessments on high school graduation rates and on the curriculum. Such assessments could lead to "teaching to the test," thereby providing students with too narrow a range of knowledge and skills. In addition, attempting to align college and university admissions with such tests may limit campus flexibility to adopt admissions policies that reflect their differing missions and might restrict their ability to make complex judgements on students abilities to succeed at their institutions. Maryland's experiences also suggest that having a specific K-16 structure improves communication and understanding across the sectors, leads to some specific collaborative activities and decisions, but does not guarantee accomplishing major objectives. They also suggest that, in Maryland, a formal mandated structure may be less successful than a voluntary structure because it could restrict flexibility to make adaptations as circumstance change and new information emerges. Maryland's current K-16 structure is an experiment that should be assessed further before conclusions are reached about how best to promote cooperation among all sectors of education in the state.

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education, others develop the IEPs (individualized education plans) for students with disabilities and help them "navigate the process." However, in higher education, these students must learn to do this for themselves.

Several interviewees were encouraged by the results of the MSPAP at the elementary/middle school levels and suggested that the implementation of the High School Assessment program would result in better prepared students in four to five years. Many were somewhat familiar with this program, and believed that students who could demonstrate they had acquired knowledge and skills contained in the core learning goals underlying the proposed testing would be better prepared for college (Interviews, TU, 10/12/99).

GOVERNANCE AND POLICYMAKING

Prior to 1988, Towson and all other institutions governed by the BOTSUC, were required to use the standard tests and cut-off scores mandated by that Board. The Board set scores of 470 on the SAT verbal and mathematics tests as the cutoffs for exemptions from campus placement testing. In the late 1970s it adopted several well-known standardized tests for placement (the California Achievement Tests, the Nelson-Denny, and the TSWE) and then switched to the New Jersey College Basic Skills Tests as the standard placement instruments for all of its campuses. On joining the University System of Maryland in 1988, Towson gained the autonomy to set its own academic placement and developmental/remedial education policies and procedures. Since then, campus committees, departmental faculty, and the Office of Remediation and Assessment have reviewed and, when appropriate, changed the tests and/or the cut-off scores used for exempting students from placement testing. However, in general, the subject areas and expected levels of achievement established by the BOTSUC have not changed dramatically and Towson continues to require all students who do not meet specified exemption criteria to take placement tests in reading, writing, and mathematics (Interviews, TU, 10/12/99).

Placement policies and procedures are administered by the Office of Remediation and Assessment, under the overall direction of the Vice President for Student Life. This Office works with the academic departments whenever it, or the departments, identifies a need to reexamine tests or developmental/remedial placement cut-off scores. However, there are no regular timetables or standard data analyses that indicate when such evaluations should be initiated (TU, interviews). In general, there has been little demand for statistical analyses of the validity of placement tests or cut-off scores with most concerns about placement criteria stemming from informal reviews of the content of particular tests and/or from considerations of placement results for individual students (Interviews, TU, 10/12/99).

In general, there does not appear to be any pressure to reduce the amount of required testing or to lower cut-off scores, either from others on campus or from the USM office. However, there are complaints from parents when students with high GPAs in high school are placed into remedial courses. According to several of those interviewed, these disparities often reflect a lack of demanding reading and writing assignments throughout elementary/secondary school and/or grade inflation in high school (Interview, TU, 10/12/99)..

CURRENT PLACEMENT AND REMEDIATION POLICES AND PRACTICES

General Procedures and Practices

Academic placement and developmental/remedial education are discussed in the catalog as "Competency Requirements for Entering Students" (Towson University, 1998-99) However, they are not specifically discussed in published materials such as viewbooks, the general campus website or the freshman application brochure (Towson University, 1998; *Ibid.*, Feb. 2000; *Ibid.*, 1999-00). Admitted students are informed about placement testing requirements after they return the form and deposit indicating they plan to enroll. All students who do no meet the exemption requirements are given an on-campus testing date sometime between April and August. Students also are sent mail-in registration materials when they confirm their enrollment. Those who do not complete required testing before submitting their registration materials have a hold flag placed on their registration and may need to adjust their schedules during orientation or at the beginning of the semester (Interviews, 10/3/99, 10/12/99)..

Following the dissolution of the BOTSUC, the Placement Director worked with Institutional Research to review the existing exemption cutoff scores (470 SAT I verbal and mathematics scores) but found no evidence for any changes. In 1995, the cut-off scores were changed to reflect the recentering of the SAT I test scores. As a result, students must now have SAT I verbal scores of 550 or above to be exempt from taking the reading and writing tests, and SAT I mathematics scores of 500 or above to be exempt from taking the mathematics placement test (Towson University, 1998-1999, p.27). There are no waivers of the testing requirements but students may appeal their placements and, on occasion, waive developmental studies course requirements (Interviews, 10/12/99).

Students who do not obtain the required minimum scores on the placements tests are required to take, and successfully complete, the applicable developmental studies courses or demonstrate they have achieved the desired proficiency through additional testing. Those who do not satisfy this requirement by the end of their third semester can no longer be enrolled as degree candidates. Most students are successful in their remedial course work, and those who do not pass after three semesters can appeal to the Academic Standards Committee which often allows them to have "one more chance" (Interviews, TU, 10/12/99). A recent experiment designed to compare Towson's developmental education program with that of an outside provider confirmed this perception and indicated that Towson's program was more effective at a lower cost (Interview, 10/12/99).

English and Reading

Towson currently uses the Nelson-Denny for placement testing in reading and the ACT Asset test for English placement. These tests were adopted shortly after Towson became part of the USM and replaced the previously mandated New Jersey Basic Skill Examinations. In part, the New Jersey test battery was replaced because it included an essay exam in English which the faculty maintained it did not have sufficient resources to grade. In the more than ten years that the Nelson-Denny and ACT Asset tests have been used at Towson, faculty and department have expressed only minimal faculty or departmental concerns about their validity or appropriateness.

Towson offers two developmental reading courses (basic and intermediate level college reading skills) and one developmental writing course that provides a review of grammar, usage, and writing effective sentences. None of these courses offers credit for graduation and all are graded on a satisfactory/unsatisfactory basis (Interview, 10/12/99).

Mathematics

The ACT Asset placement test in mathematics was used until two years ago. Moreover, until relatively recently, students who achieved 9th grade level skills were not required to do remedial work. When MHEC instituted the requirement that all college credit mathematics courses must have an intermediate algebra level prerequisite, the minimum performance standard was raised to the 11th grade level.

Currently, placement in mathematics is based on a test selected and adapted by the Mathematics Department. This test is a modified version of the Mathematics Association of America (MAA) test and it similar to the test used at UMCP. It allows students to be placed in courses consistent with their skills, either at the remedial or college credit level (all students must complete at least one college-level mathematics course to graduate). However, advisors generally allow computer science students who test below pre-calculus to "by-pass" any remedial course work requirements (Interviews, TU, 10/12/99).

There is some concern about the use of the MAA test, with some believing that it does not appropriately test for the range of factors relevant to success in mathematics courses. The experience of those who have "by-passed" remedial or other coursework in which they were placed as a result of their test scores has not been examined. At present, the Mathematics Department does not have any plans to look at these issues (Interviews, 10/12/99).

Towson offers three levels of developmental mathematics courses that do not award credit and are graded on a satisfactory/unsatisfactory basis. For those students with the lowest placement test scores, Developmental Math 1 focuses on basic competence in arithmetic. The next level, Developmental Math II, is essentially a review of high school mathematics. Intermediate Algebra is the highest level developmental course (Towson University, 1998-99).

PROGRAMS TO SUPPORT STUDENT SUCCESS

Towson offers a variety of programs and services to help students adjust to college life and achieve academic success. The Academic Advising Center, the Counseling Center, the Learning Center, the Tutorial Services Center and the Writing Lab each provide a broad array of personal development and academic support services to new and continuing students (Towson University, 1998-99, p.35-37). Programs with a particular focus on new freshman include the following:

Orientation and New Student Relations: New students attend a one-day orientation program that provides them with information about University programs, facilities and services; helps them register; and offers them an opportunity to meet faculty, staff and student orientation leaders in supportive environment. In addition a "Welcome Week" program is offered during the first week of classes. This program provides activities to help students become better acquainted with each other and the University.

Special Projects: Project Marj, a wilderness adventure program, and Project Habitat, a public service program, are available to new students in late summer before the start of the Fall semester. These programs help participants meet new friends, increase their self-confidence, and identify with the University.

New Student Registration and Retention: Professional advisors are available to help new students understand University academic regulations and select courses that will help them meet both their own goals and University requirements.

SAGE (Students Achieve Goals Through Education): This program, part of Towson's retention activities, focuses on assisting new African/American students achieve academic and social success by providing each new student with two mentors, one an upper class student and the other a faculty member or administrator. It also offers a variety of special activities for these students, ranging from special advising sessions to social functions.

OUTREACH AND COMMUNICATIONS

GENERAL STUDENT RECRUITMENT

Towson is considered a "moderately competitive" institution. Among Maryland public institutions, it is comparable to Salisbury State University and slightly more selective than Frostburg. Four year institutions for which there is a substantial overlap in applications include UMCP, UMBC (the University of Maryland in Baltimore County), and Salisbury State. Major "selling" points to prospective students include cost, its *U.S. New and World Report* ranking as the 7th best regional public university in the Northeast, size, location, and the range of academic programs. In addition, recruitment materials emphasize the availability of student support services. Towson also is promoted as a teaching institution in which students are known as individuals and are taught by regular faculty members, not graduate students (Interview, 10/3/99, 10/12/99).

The Admissions Office has the major responsibility for recruitment activities. However, it relies on the Associate Vice President for Enrollment Management to establish enrollment targets and to provide data on applications, acceptances and yields for previous years. In developing recruitment strategies, the Office also looks at the demographics of primary feeder areas, reviews marketing data from the College Board, and works with a consulting firm with expertise in marketing related to geo-demography. In addition, its works with the Educational Planning Service operated by the Educational Testing Service (Interview, 103/99, 10/12/99).

The recruitment process includes mailings, Campus open houses, and high school visits. Approximately 80,000 viewbooks are mailed to high school juniors based on SAT scores provided by the College Board. Most of these mailings are to prospective students in the mid-Atlantic region, Ohio, Connecticut, and Massachusetts. Special mailings are sent to Maryland high school students who have been named Maryland Distinguished Scholars or National Merit semifinalists.

Each year, Towson's admissions counselors visit every public high school in Baltimore County, all private high schools in the Baltimore area, and most public high schools in other Maryland counties. They also attend numerous college fairs throughout the state. Admission counselors also are assigned to visit schools in primary out-of-state feeder areas, which include New Jersey, New York (particularly Long Island), and Pennsylvania. Although scheduled recruitment activities target high schools, the admissions staff tries to accommodate requests from middle schools for visits or tours (Interview, TU, 10/3/99).

Seven open houses are held every Fall for high school seniors and two more are conducted in the Spring for high school juniors. Approximately 600 students attend each of these events. The Office of Student Life, faculty, and administrators from the individual colleges and departments, and members of the Campus admissions committee assist the Admissions Office with these efforts and with on-campus and off-campus "meet and greet" sessions for admitted students and their parents. In addition, campus tours are conducted twice a day, Monday through Saturday, for prospective and admitted students (Interview, TU, 10/3/99).

Communication of Admissions and Placement Requirements and Standards to High School Staff, Parents, Students and Community Members

Students, parents, high school staff, and others are informed of admissions requirements during visits to high schools and as part of campus tours for prospective students. Published materials describe: 1) specific admissions requirements, 2) selection criteria for admission to the university, 3) merit scholarships, and 3) the basis for invitations to the college honors program. The sliding scale SAT/GPA grid used in making admissions decisions is a confidential document and is not described in any published information for students, parents, or other constituencies. However, its use, but not the specific cut-offs, is explained during presentations at high schools and college fairs. Prospective students also are not specifically informed about required placement testing and developmental courses, either in published recruitment materials or during on-campus or off-campus information sessions. One interviewee suggested that discussing these requirements "was not a good way to attract students". Of course, if students, parents, or others request information about academic placements, every effort is made to respond to their questions (Interviews, TU, 10/3/99).

Recently, the Admissions Office instituted a series of luncheons and receptions for high school guidance counselors. This year high school personnel responsible for college counseling (generally the school "career coordinators") from Montgomery County, Maryland visited the Towson campus. In future years, this program will be offered to high school counselors in different areas of the state.

The Financial Aid Office also is involved in recruitment activities; regularly conducting financial aid workshops for the community, at public and private high schools in the area, and at on-campus open houses. The Director of Financial Aid emphasized the importance of providing information about the criteria for all merit aid awards as early as possible so that students and their families know what is needed to receive this assistance and have a better idea of their own likelihood of receiving this type of aid.

Special Outreach and Recruitment Programs

Towson is involved with several programs specifically designed to provide increased opportunities for minorities and other less advantaged populations to enter and achieve success in higher education. In cooperation with Morgan State University, the campus participates in Project Prime, a program designed to inspire interest in higher education among minority high school students and recruit appropriate minority applicants to Towson University. The Financial

Aid Office provides funds and other support to a special program at an area Catholic school that is designed to assist elementary and secondary school students to acquire the academic and social skills required for success in high school, college, and the workplace. In addition, as part of the new federally funded GEAR UP grant program, Towson will collaborate with area schools and colleges in trying to get middle and high school students interested in and prepared for higher education.

The Mathematics Department's distance education offerings represent a somewhat different type of outreach and recruitment device. Three distance education mathematics courses for high school students are offered at 12 high schools; simultaneously introducing more advanced high school students both to college-level work in mathematics and Towson University.

K-16 AND OTHER SCHOOL/COLLEGE ACTIVITIES

Towson University is involved in a broad array of collaborative activities with K-12 education, both in the Baltimore metropolitan region and statewide. Many of these activities were initiated at the campus level and are designed to improve instruction in elementary/secondary schools, to help alleviate Maryland's teacher shortage, and, according to one interviewee, to overcome the "big disconnect between faculty in higher education and the schools" (Interview, TU,10/12/99). In addition, the University's President and Provost are active participants in the statewide K-16 council and workgroup respectively, thereby increasing campus-wide understanding of the purposes and directions of these groups.

Campus-based K-16 activities

Many of Towson's colleges and departments have developed a number of special programs that involve direct collaboration and cooperation with elementary/secondary school's students and teachers. Some examples of the programs offered by the disciplinary-based colleges and departments include:

- Establishing a P-16 campus-based Council with faculty from the Arts and Sciences disciplines.
- A College of Fine Arts initiative in which University faculty work with K-12 teachers to help them integrate the arts into instruction in a broad range of disciplines.

- A Center for Economic Education which helps expand and improve instruction in economics in K-12 education by consulting with curriculum specialists and teachers and developing economic education materials appropriate for elementary/secondary school students.

- The Center for Science and Mathematics which cooperate with area high schools in offering mathematics courses for advanced high school students (see section on Special Outreach and Recruitment programs above).

- Establishing a Center for Humanities and Social Science Education.

In addition, faculty in the College of Liberal Arts have worked with the Education Trust in examining high school achievement tests used several other states. This fostered an awareness of some of the problems with current testing initiatives, including the lack of alignment among various types of tests and the mixed signals that some of the tests send to students.

Towson's College of Education works closely with the Maryland State Department of Education and, as reported by several interviewees, is kept well informed of state-level actions related to elementary/secondary education (Interview,TU, 10/12/99). The College has been heavily involved with a number of teacher education reforms and initiatives. Examples of these activities include:

- Membership in QUE (Quality Undergraduate Education) project for Community College-University partnerships for creating standards in core arts and sciences majors.

- Participation in STEP (Standards Based Teacher Education Project), a project sponsored by the Council for Basic Education and AACTE (Council for Teacher Education). The primary purpose of this project is to increase the engagement of liberal arts and science faculty in K-12 teacher preparation and in performance assessments of teachers.

- Collaboration with MSDE in implementing the "Professional Development Schools" concept in schools in Baltimore, Harford, Anne Arundel, and Charles counties and in Baltimore City. This concept, which seeks to increase school-based training opportunities for teacher candidates and experienced teachers by assigning higher education faculty to work at particular schools, was reported to be evolving well but still in need of assessment. The Dean of the College of Education indicated that he hoped some day to have all TU's disciplinary-based colleges involved in a network of professional development schools.

- Enhancing teacher training opportunities in Maryland by increasing the size of its teacher education programs by ten percent to 15 percent, possibly by incorporating web-based instructional approaches as an additional delivery mechanism; continuing to offer an active MAT program, and modifying its teacher education curriculum to prepare prospective teachers for Maryland's new PRAXIS certification examinations.

- Starting a Center for Leadership in education under a former school superintendent and offering an Ed.D program at of-campus sites or using distance education modalities.

Campus involvement with Statewide K-16 initiatives

Towson's President serves on the statewide K-16 Leadership Council and the provost is a member of the K-16 Workgroup. Both also are active in the statewide K-16 Business Roundtable, which provides a forum for education and business leaders to work together on issues of interest to both groups. In addition, faculty and administrators from Towson's College of Education have been involved in preparing K-16 Workgroup reports and recommendations on teacher education. Other administrators and faculty have played an active role in several discipline-based statewide K-16 initiatives (see Part II of this report). For example, English department faculty members have been involved in developing core learning goals for high school English and in establishing statewide standards for the C grade in the first college-level writing course. Mathematics and computer science faculty have participated in statewide discussions on core learning goals for mathematics and on the articulation of high school level computer science course competencies with those in entry level college courses. However, at the time of this study, little thought had yet been given to the use of the core learning goals, or the proposed high school assessment tests based on these goals, in college admissions and course placement.

Statewide and national K-16 efforts were seen as stemming from concerns about the quality of K-12 graduates and from the State Superintendent of School's belief that assessment and high standards will increase student outcomes in K-12 and, consequently, student success in higher education. However, some interviewees were skeptical about the value of assessment and accountability in improving student outcomes and one described these movements as "sometimes trying to measure everything, even if it is not measurable" (Interview, 12/20/1999). In addition, there was some concern that all Maryland's statewide K-16 activities focus on the public sector, both at the high school and college levels, and that this could lead to a chasm between public and private schools and become an issue that divides people based on income (Interview, 12/20/99).

At Towson, the involvement of senior campus officials has increased campus awareness of the purposes and the activities of Maryland's statewide K-16 Council and Workgroup. Nevertheless, several interviewees noted that the purposes and the work of these groups are not well known on many campuses in the state and that the state-level structures have spread their efforts too broadly have not been particularly helpful for the campuses. The interviewees also said that more opportunities for participation by mid-level administrators and faculty were needed for meaningful changes to occur. In addition, Towson administrators expressed concerns about the lack of targeted funding for K-16 initiatives (Interview, TU, 12/20/99). The USM Chancellor included some funding for this purpose in his most recent budget. However, the Legislature rejected the request and, instead, requested a study to document the needs before providing funding. The State's Secretary for Higher Education predicted that the Legislature would provide funds for this purpose in the FY-02 appropriations bill. When asked about the future of the current statewide initiative, there was a perception that the K-16 Leadership Council would survive even if the current heads of any of the three cooperating agencies (USM, MSDE, MHEC) were to leave their positions but that the K-16 Workgroup would not continue because its activities are not related to campus efforts, participation is time-consuming, and specific accomplishments are difficult to identify (Interviews, 10/12/99, 12/20/99).

POLICY IMPACTS AND STUDENT OUTCOMES

DATA AVAILABILITY AND REPORTING

The Office of Institutional Research has primary responsibility for maintaining and reporting data on student outcomes, including data on retention, graduation and other measures of student success. It maintains an internal data base that can be used to track students for 12 semesters and submits required data on student placement and student outcomes to MHEC and the USM. This Office also provides the Associate Vice President of Enrollment Management with the raw data used to develop enrollment projections and admissions cut-offs. Although the Research Office tries to respond to faculty and staff requests for additional data, with its small staff of only two professionals, it can only conduct a few specialized studies of student performance.

Basic campus trends in retention and graduation rates are reported in both the Towson and the USM factbooks and include specific data by gender and racial/ethnic groups (Towson University Office of Institutional Research, 1998-99). Information about the college preparation and performance of recent high school graduates (e.g. remedial course work placements, performance in first college-level mathematics and English courses, cumulative grade point average, and persistence to the spring term) is available in MHEC's Student Outcome and Achievement Report (Maryland Higher Education Commission, September 1999). However, most of those interviewed indicated that they were unaware of this report (Interviews, 10/12/99).

STUDENT OUTCOMES

Retention and Graduation Data

Towson's second-year retention rate for all first-time degree seeking freshman (83.3 percent) entering in Fall 1997 is similar to the comparable rate for the USM as a whole (84.1 percent). For African/American students in this cohort, the second-year retention for TU (85.5 percent) exceeds both the rate for all TU students and the rate for all African/American students in the system (78.1 percent). The six-year graduation rate for all first-time full-time freshman entering Towson in Fall 1992 was 62.9 percent, somewhat higher than the comparable USM rate of 58.0 percent and substantially higher than the 40 percent to 48 percent rates for the comparable cohorts in the early 1980s. Similarly, the retention rates for Towson's African/American students have increased substantially, from 20.7 percent for the 1981 entering freshman cohort to 50.4 percent for the 1992 cohort. This rate is now considerably higher than the most recent systemwide rate of 39.4 percent (University System of Maryland, 1999a, see Appendix P).

Student Performance in College-Level Courses

As shown in the table below, new Maryland high school graduates appear to perform slightly more successfully at Towson than at all USM institutions. While this comparison must be evaluated cautiously because it may reflect differences in course content and grading practices, the data does suggest that the majority of students at both Towson and the USM as a whole are reasonably successful in their first year of college. For both of these groups, those who had essentially completed the USM core admissions requirements were somewhat more successful than those who had not.

Table 4
Towson University: First Year Performance of New Maryland Freshman
1997-1998 Cohort

	% with C or Better		Average Grade	
	Core	**Non-Core**	**Core**	**Non-Core**
Performance in first college math course				
Towson	83%	80%	2.7	2.5
All USM	82%	78%	2.6	2.4
Performance in first college English course				
Towson	92%	91%	2.8	2.7
All USM	91%	89%	2.7	2.6
Performance after first year			**Cumulative GPA**	
Towson	n/a	n/a	2.6	2.5
All USM	n/a	n/a	2.7	2.5

(Source: Maryland Higher Education Commission, September 1999, Tables 6, 7 and 8)

ANALYSIS AND CONCLUSIONS

An initial analysis of Towson University's admissions and placement policies and practices suggests that they provide Maryland high school students with a relatively high level of access to a well-regarded regional comprehensive public university. It's traditional admissions requirements, and largely quantitative selection procedures, have remained fairly stable for a number of years and have been widely disseminated throughout the state. Furthermore, with an acceptance rate of 69 percent, and student selection criteria based on a sliding scale of high school GPA/SAT (or ACT) scores, high school students with diverse academic backgrounds have the potential to qualify for admission to an institution that has been ranked as a "top regional public school in the North" in *U.S. News and World Report's* "America's Best Colleges" issue.

At present, with only the SAT I required of prospective students, the role of testing in admissions does not appear to be an issue at Towson. There is a general awareness of the proposed statewide High School Assessment program, and of the Chancellor's support for using the results in admissions. Some interviewees specifically supported the program, suggesting that testing may result in improved student preparation. However, given that the High School Assessment program is still under development and, at the earliest, will not be implemented until 2005, there was no clear understanding or concern about its effects on prospective students or on Towson's own admission policies and practices.

The primary campus concern related to admissions appeared to be largely an enrollment management issue. In its enrollment planning, the USM has projected substantial overall enrollment growth for Towson. Campus administrators recently have decided to meet these projections by increasing graduate student enrollment. With increasing numbers of applications for undergraduate admissions, there is a recognition that this may result in new limitations on the acceptance rates for new first-time freshman applicants. However, there was no clear agreement on what strategies should be used to implement these restrictions and many believe it is important for Towson to maintain its comprehensiveness and not increase selectivity in ways that would decrease access.

Student preparation for college-level work did emerge as an issue at Towson. With more than 11 percent of freshman entering directly from high school requiring remediation and approximately 20 percent of these students requiring remediation in mathematics, many students, and their parents, are surprised and displeased about their placement into one or more developmental education courses. Academic administrators also expressed some concerns about student preparation, with some suggesting that the problem is not that today's students are less well prepared but that they have different skills and interests. There did not appear to be any serious concern about Towson's placement testing program and little interest in adopting any statewide tests or cut-off scores.

Towson University officials generally appear to recognize the importance of close cooperation with the elementary/secondary sector and have instituted a number of programs to foster this collaboration. With its roots as a normal school, and it large College of Education, Towson is particularly involved in efforts to improve the quality of teacher education in Maryland and to address the state's increasingly serious teacher shortage. The direct participation of senior officials in Maryland's active K-16 initiative has resulted in a general awareness of statewide goals and activities. However, there appears to be some questions as whether, or how, these initiatives would affect the University, particularly without additional funding.

In conclusion, Towson University appears to have an important role in providing Maryland residents with access to an affordable comprehensive university. It is too early to tell whether, or how, the proposed High School Assessment Program will affect campus admissions and placement policies and practices. It also is difficult to determine how the statewide K-16 initiative will ultimately affect University operations. However, the University's willingness to work with K-12 schools and officials are positive signs for the future.

Chapter VI
SUMMARY, ANALYSIS AND CONCLUSIONS

This study examined higher education admissions, placement and remedial education policies in Maryland, including statewide guidelines and regulations and the policies and practices of the University System of Maryland and its two largest institutions, University of Maryland, College Park and Towson University. It also examined statewide K-12 policies and initiatives affecting high school curricula and graduation requirements, including the state's efforts to implement high stakes high school assessments. Finally, the study considered the structure and accomplishments of Maryland's formal K-16 Partnership for Teaching and Learning. As indicated below, the findings suggest a number of conclusions about the affect of current policies and practices on the transition of students from high school to college in Maryland. The analysis also suggests a number of issues and challenges that Maryland, and perhaps other states, may need to address in trying to improve opportunities for students to enter and succeed in higher education.

THE ACCESSIBILITY OF HIGHER EDUCATION IN MARYLAND

STUDENT ACCESS TO HIGHER EDUCATION

Access to Public Four Year Campuses

Maryland high school students generally have reasonable access to its four-year public institutions. Geographically, as a relatively small state, with most of its population concentrated in the suburban counties surrounding Washington, D.C. and Baltimore City, four-year campuses are relatively close to the majority of prospective undergraduates. To serve students in areas which are most distant from existing four-year colleges and universities, the state is promoting distance education and creating partnerships in which institutions collaborate in establishing higher education centers in remote locations to provide high demand courses and programs.

Access for students with differing educational aspirations and abilities is facilitated by the diverse missions of Maryland's four-year public colleges and admissions, and their variety of admissions standards and criteria. Enrollments in its comprehensive universities range from 3,000 at the University of Maryland Eastern Shore to 16,647 at Towson University (Maryland Higher Education Commission, December 1999) and currently appear to provide sufficient capacity to admit qualified in-state applicants. UMCP, the state's flagship university enrolls 32,864 students. In anticipation of expected increases in the numbers of high schools graduates, USM's systemwide enrollment plan calls for enrollment growth at many of its campuses, with particular emphasis on increasing undergraduate enrollments. However, in support of the UMCP's goal of becoming one of the top ten public graduate/research universities in the nation, its freshmen enrollment is expected to remain relatively stable. The extent to which the other institutions actually do increase freshmen admissions remains to be seen. For example, to date, Towson University has expressed some concerns about its ability to increase undergraduate enrollment given existing resources but has suggested that it could increase its graduate and off-campus enrollments.

The relatively high acceptance rates of most institutions (54 percent for the flagship institution, 69 percent for Towson and similar rates for the other four-year comprehensive campuses) support the conclusion that Maryland's four-year public colleges and universities are generally accessible to qualified high school students. In addition, USM's very broad admissions requirements, as well as the relatively flexible admissions practices at UMCP and Towson, do not automatically exclude minority or disadvantaged students who are judged to have the potential for success but may not fulfill stringent requirements in terms of GPAs or test scores.

The Role of Community Colleges and Private Institutions in Promoting Access

This study examined only relationships between Maryland's public K-12 education system and its four-year public colleges and universities. Consequently, it neglects the state's community colleges that enrolled 103,561 students in Fall 1999 (nearly as many as the entire USM's 108,485), 12,206 of them first-time full-time freshman. Throughout the state, students have access to community colleges with extensive transfer programs. The state's strong and well-known articulation agreements enable students who initially enroll at a two-year school to transfer to a four-year public institution with minimum difficulty and/or loss of credits. These institutions should be included in future studies of K-16 relationships since they enroll significant numbers of recent high school graduates, and have admissions and placement policies that differ from those of the four-year institutions. Similarly, the study did not examine the practices of Maryland's independent institutions which enrolled 47,417 students in Fall 1999, 5,251 of them first-time full-time freshmen (Maryland Higher Education Commission, December 1999).

ADMISSION POLICIES AND PRACTICES

Institutional Autonomy To Make Admission Decisions

Institutions in Maryland have a great deal of discretion in setting their admissions requirements. Historically, an institution's freedom to make admissions decisions has been considered an important part of its traditional academic freedom. Consistent with this tradition, USM undergraduate admissions policy grants substantial autonomy to each system institution to "publish its own decision criteria, which may be more rigorous than the systemwide minima." UMCP and Towson have quite different missions. UMCP is an increasingly selective graduate/research university that is maintaining the size of its student body. Towson is a comprehensive university that, until recently, has not had the authority to offer doctoral programs and has maintained a relatively constant level of student selectivity each year. To fulfill their differing missions these institutions have developed quite different admissions standards and processes. UMCP's admission standards are relatively more qualitative than those of Towson, which are primarily quantitative. Both of these institutions provide Maryland high schools with guidance on the curriculum students should take in order to qualify for admittance.

Differences in college and university admission requirements pose some difficult problems for high schools seeking to aligning their graduation requirements with the admission requirements of higher education institutions. This problem in Maryland for school systems is compounded when one considers the large proportion of high school graduates who will attend a community college, some other type of postsecondary education provider, or who may not engage in postsecondary education. A "one size fits all" high school curriculum does not seem feasible if the high schools are to equip students with the differing competencies required for their various postsecondary academic and career tracks. Students with the requisite ability and motivation ideally should not be impeded from achieving their postsecondary academic aspirations by their early choices and performance. Nevertheless, poor student performance before high school, as well as their academic potential, does affect their likelihood of attending more selective colleges or universities unless they are afforded expensive and intensive interventions in the early grades and/or effective remedial programs in the high schools.

Aligning Higher Education Admissions Requirements with High School Assessment

Since Maryland's public institutions have a great deal of discretion in setting their admissions requirements, mandating that these institutions adopt specific course requirements or use specific tests would be contrary to long-standing traditions. Most of those interviewed at both UMCP and Towson generally were aware of the proposed statewide High School Assessment program, and of the USM Chancellor's support for using the results in institutions' admission decisions. However given that the High School Assessment program is still under development and, at the earliest, will not be implemented until 2005, there was no clear understanding or concern about its effects on prospective students or on institutions' admissions policies. The Admissions Director at UMCP noted that it draws students from all over the country and consequently the Maryland high school tests cannot be the "whole story" in terms of admissions. She also noted that there was resistance to the new high school assessments and graduation requirements by a considerable number of school personnel and suggested that the use of these tests has a long way to go. Those designing these tests will have to engage in a great deal of cross sector discussions if the tests are to serve the dual functions of ensuring a quality K-12 education and aiding colleges and universities in their admission decisions. There are undoubtedly areas where these two objectives could come into conflict.

The admissions process at UMCP, perhaps, could employ the result of High School Assessment Tests, if they are implemented, as one of the many criteria it employs to make admissions decisions. However, their use would raise interesting questions as to how much more these test scores add to current criteria for predicting student success. One obvious question is the extent to which the results of the tests would correlate with high school grade point averages and with SAT scores. To use the tests in making their decisions, Towson would have to either incorporate the test scores in the current quantitative approach it employs or devise a different approach for making admissions decisions. The use of High School Assessment tests in admissions needs to be examined because they may not be cost/effective. In addition, like any quantitative tests, they may not measure a sufficient portion of the qualities students are expected to exhibit and, thus, not serve as a useful basis for making high stakes judgements affecting students academic futures. There also are important questions that need to be answered about the incentive systems these tests create and the effects these incentives have on students, teachers, and schools. The literature on formative versus summative evaluations includes numerous concerns about the effectiveness of summative evaluations as a means for improving performance.

The migration of students from Maryland to institutions in other states, and the migration school graduates from other states migration to Maryland institutions, also pose a problem for a Maryland High School Assessment Test. Fall 1996 U.S. Department of Education's National Center for Education Statistics data indicates that 40 percent of college bound Maryland high school seniors attend out-of-state institutions (U.S. Department of Education, Fall 1996). At the same time, Maryland institutions attract 28 percent of their freshmen from other states. Maryland students seeking admission to an out-of-state institution could have a problem if their high school curricula are too closely aligned with unique Maryland requirements. Similarly, out-of-state students seeking to enroll in Maryland's colleges or universities could be handicapped if their admissions policies are linked too closely to a unique Maryland test. Also if Maryland tests are not aligned with the content of national examinations that are used across states for making admissions decisions, they might have a negative affect on students' possibilities for admission to institutions using these tests as one criterion for admission. A recent study by RAND, reported in the press, on student progress in Texas, seems to suggest that higher performance on state tests may not equate with higher performance on national tests such as the SAT and ACT.

The dangers of aligning curriculum with test content need to be more fully considered in Maryland. Test scores necessarily represent only a small part of what students are expected to gain from their schooling and always are based on controversial assumptions about the importance of particular kinds of knowledge. Scores on state tests, while enabling common criteria to be used to compare schools within-state thus getting around potentially idiosyncratic school grading practices, can also provide a means for persons far removed from schools to form judgments that frequently are superficial and often inaccurate given the complex factors that influence school performance.

PLACEMENT AND REMEDIATION POLICIES AND PRACTICES

Placement and remediation continue to be a concern in Maryland. Available data from MHEC's SOAR system and institutional studies, despite their limitations, strongly suggest that considerable numbers of the students who do enroll in the state's four-year institutions are not fully prepared for college-level work. The need for remediation is most extensive in mathematics. Even UMCP, which has eliminated placement testing in English and reading because of the strong credentials of its admitted students, has a substantial number of new students who are not prepared for college-level mathematics or, even if they attain minimum levels, are not prepared for the mathematics coursework required by their intended programs of study.

State-Level Policies and Practices

Maryland has tried to address concerns about the extent and costs of remediation in its higher education institutions, particularly its four-year public colleges and universities. In 1996, the Maryland Higher Education Commission (MHEC) conducted a study of remedial education at Maryland campuses and identified a variety of policy issues that needed to be addressed. New legislation in 1999 required MHEC to establish a "college preparation and intervention program." Additionally, in Spring 2000 the legislature mandated that a 29-member Task Force be created to develop a comprehensive strategy to ensure that disadvantaged and capable students have adequate opportunities to successfully matriculate and graduate from institutions of higher education. This Task Force will face complex challenges in defining what constitutes remediation at institutions with a variety of missions, agreeing on how it can be identified, determining who should assume academic and financial responsibilities for dealing with it, and defining the respective roles of school systems, institutions, USM, MSDE, and MHEC. The complex socio-economic, political, and cultural, as well as the educational, roots of the problem will add to these challenges. Maryland's K-16 structure, the Maryland Partnership for Teaching and Learning K-16, has, as one of its objectives, reducing the need for remediation. It will be interesting to observe the extent to which the new legislatively mandated Task Force will engage the K-16 Partnership and its workgroups in preparing its report on remedial education in Maryland, in participating in its deliberations, and in formulating and carrying out its recommendations.

The Maryland State Department of Education places a heavy emphasis on students preparation prior to high school in its Schools for Success reform initiative. This program assesses school performance through tests administered by the end of grades 3, 5, and 8, prepares reports on school performance, requires schools to develop and implement school improvement plans, undertakes initiatives to help improve low performing schools, and provides school performance recognition awards. Students who fall behind in their academic progress in the early grades will undoubtedly experience an increasingly difficult time in making up these academic deficits as they progress to higher grades. Programs that focus on maintaining students' academic progress seem likely to hold the greatest promise for avoiding the social and economic costs of remedial programs. Recognizing this imperative, the State Board for Education has recommended delaying implementing its High School Assessment Program until sufficient state resources are made available to schools to address lack of adequate preparation in the lower grades. The Board does not want to confront the prospect of an unacceptable number of high school students, many of them undoubtedly minorities, being denied their high school diplomas.

Institutional Placement and Remediation Programs

The University System of Maryland does not have a formal policy with respect to student placement and/or developmental/remedial education, believing this is a campus prerogative. Thus, UMCP and Towson, and the other USM campuses, have established different policies and practices, largely reflecting largely their differing missions and the type of students they admit. For example, at UMCP the only required placement test is in mathematics and the test is used not only for determining remediation but also to place students in the appropriate mathematics course sequence. As the academic quality of its students increased over the years, UMCP has found less need for remedial course work, particularly in English and reading, where placement testing was discontinued some years ago. In contrast, Towson, which has less selective admissions requirements than UMCP, requires all entering freshmen to be tested in reading, writing and mathematics unless they are exempted based on SAT or other test scores (approximately one third of the new freshmen). Among those students who are tested, approximately half require remediation, usually in only one area, with the largest number requiring remediation in mathematics. Towson offers two developmental reading courses, one developmental writing course, and three levels of developmental mathematics courses. Given the concerns of MHEC and such differences in placement and remedial education programs in Maryland, it will be interesting to see if the state-level task force studying placement and remediation will recommend establishing systemwide policies.

Neither UMCP or Towson assesses or considers students' remedial needs during the admissions process. Even if severe remedial needs are identified after admission, students' financial aid packages are not affected and there is no postponement or reassessment of the initial admission decision. In addition, neither institution gives students credit for taking remedial courses.

The flexibility institutions possess to establish policies and practices for remediation appears to be highly desirable given their differing missions. Attempts to gain greater consistency in methods of assessing the need for remediation could have a negative effect on the ability of institutions' to pursue their unique missions, thus restricting the diversity of academic programs currently available to students in the state's higher education system. In addition, school graduation requirements, and their admissions counseling, will have to be aligned with the differing requirements of the institutions' diverse missions. State-level and institution-based collaborative efforts to communicate institutional academic requirements and assist the schools in improving their academic programs and teaching are increasing. However, most observers believed further efforts are needed.

Institutional Efforts to Reduce the Need for Remediation

As part of their K-16 efforts, both the UMCP and Towson work with schools to improve student performance in the earlier grades. Both institutions provide high schools with information on the high school course requirements that students seeking admission should complete. Maryland high school students who meet these requirements have been found to require less remediation in mathematics and English than those who have not. UMCP has the federally funded Talent Search Upward Bound programs, and a Math and Science Regional Center. In addition, its colleges and individual faculty participate in approximately 150 programs that provide direct support and educational opportunities to students, teachers and other educators, help develop and assess curriculum and instruction, and enhance school/college articulation. Although the majority of these programs are sponsored by the College of Education, the numbers from other colleges and schools have grown considerably in recent years. Towson also has several programs specifically designed to provide increased opportunities for minorities and other less advantaged populations to enter and achieve success in higher education. These include a special program supported by the Financial Aid Office which assists elementary and secondary school students to acquire the academic and social skills required for success in high school, college, and the workplace. The faculty in Towson's discipline-based departments also are involved in activities to improve the curriculum and instruction in the early grades.

These individual faculty and staff initiatives are important vehicles for reducing the need for remediation, leading one to speculate as to whether they would continue to expand and prosper if there is more state, system and institutional coordination. Perhaps more formal coordination and control would harm them by lessening their flexibility and constraining their entrepreneurial character. The current voluntary statewide K-16 structure and initiatives does appear likely to stimulate continued and increased institutional and faculty attention to efforts to work with the schools to improve their curricula and instruction in the early grades. In particular, it appears likely that the discipline-based departments increasingly will be called on to supplement the extensive efforts historically undertaken by the colleges of education. In addition to their substantive contributions, these mostly faculty and staff initiated efforts appear to have some promise of breaking down unfounded assumptions and distrust both between the institutions and the schools, as well as between the colleges of education and the disciplinary-based colleges and schools. Bureaucratic efforts to mandate these forms of cooperation could be insensitive to internal institutional constraints and priorities. Moreover faculty, even when they are willing to engage in cooperative activities with schools, may resist external mandates that appear to conflict with their own assessments of what is needed to improve school programs.

K-16 COMMUNICATION AND COLLABORATION

MARYLAND'S K-16 PARTNERSHIP FOR TEACHING AND LEARNING

Maryland's K-16 Partnership for Teaching and Learning is a voluntary collaboration established and led by the CEOs of three major agencies: the University System of Maryland, the Maryland State Department of Education, and the Maryland Higher Education Commission. The findings of this study reveal that this unique K-16 arrangement has both major strengths and weaknesses. Those interviewed on the campuses, at the system and at state agencies expressed a variety of perspectives, both positive and negative, about its operation and accomplishments. The K-16 Partnership was reported to have facilitated collaboration among faculty and administrators from both elementary/secondary schools and higher education institutions, in developing the Core Learning Goals for high school graduation and in redesigning and improving teacher education. Other frequently mentioned accomplishments include its work in the areas of remedial education and in establishing standards for a "C" grade in high school English composition. However, the Partnership's most important contribution, in the opinion of many of those interviewed, is improving communication and understanding between those in elementary/secondary and the higher education sectors. Senior K-12 and higher education officials were reported to be understanding better the constraints and rationales affecting each others' policies and practices. Within the institutions, faculty in discipline-based departments and those in education colleges were reported to be gaining a greater knowledge and appreciation each others perspectives and programs. This more extensive and more constructive communication was facilitating cooperative efforts to address teacher preparation issues, currently a major concern in Maryland because of the teacher shortage and because of the state's emphasis on student performance. As reported earlier, the most significant outcome of the Partnership is that: "...we have stopped pointing fingers at each other and have begun directing all our energies to solving our problems...we have begun to make some policy recommendations to our governing boards, and those recommendations are the foundations of systemic reform. (Langenberg, Marx, and Shapiro, Jan./Feb. 1999, p. 12).

Although most of those interviewed at the two institutions were aware of the Partnership and believed that it had increased awareness and communications about the issues in both the elementary/secondary and higher education sectors, many were unclear about its agenda and/or specific accomplishments. Some administrators believed the Partnership's activities were too divorced from campus realities and were, in part, responses to political agendas. Others, indicated that the purposes and the work of the Partnership's workgroups were not well known on many campuses in the state and observed that state-level initiatives often spread their efforts too broadly and, consequently, had not particularly helped campus efforts. They suggested more opportunities were needed for mid-level administrators and faculty to become involved in state-level efforts to bring about meaningful changes.

The voluntary nature of the K-12 Partnership was commented on by a number of those interviewed. Several said that its status as a voluntary alliance with no reporting authority except through the participating parties was both a strength and a weakness. They noted that the voluntary nature of the alliance limits bureaucracy and unnecessary formality, and that the arrangement allows participants to work together as peers. However, some also noted that the Partnership has no direct authority to ensure that its initiatives and programs are implemented and suggested that the strength and directions of the Partnership were heavily dependent on the specific individuals now serving as CEOs of the collaborating agencies. Although they generally believed that the Partnership had sufficient momentum to continue even if one or more of the current CEOs left, they speculated about the effect such changes would have its future directions and influence.

Another concern stemming from the voluntary nature of the Partnerships is its lack of specific funding, both for its own activities and for the institutional programs required to carry out its recommendations. In an effort to overcome this limitation, in Spring 2000, the Council submitted a request to the legislature, requesting that funds for a number of K-16 initiatives be included in the budgets of the institutions and agencies with responsibility for carrying them out

(Langenberg, Grasmick, and Florestano, November 18, 1999). However, the legislature provided only a small portion of the funding for the current fiscal year and requested a study be undertaken to guide further decisions in this area. Insufficient funds specifically targeted toward K-16 objectives could become a major impediment to achieving the Partnership's objectives. However, significant questions will need to be resolved regarding the process by which K-16 investment decisions will be made and the priorities for these investments.

The stability of Maryland's K-16 Partnership's will be tested in the near future. The Secretary of Higher Education retired and was replaced in July. The USM Board of Regents announced on October 27, 2000 that the USM Chancellor, the most active leader in forming and promoting the K-16 Partnership, would be retiring in approximately 18 months. The literature on state-level coordination of higher education suggests that strong leadership coupled with institutional flexibility may be more effective in promoting needed change than formal governmental bureaucratic coordination. State structures for governing, regulating, and coordinating higher education constantly are being debated in the U.S. with some states moving toward less governmental oversight while others have increased the authority of state-level higher education agencies. Maryland will have to assess the extent to which it can best achieve it K-16 objectives; through bureaucratic coordination or through less formal cooperative arrangements.

REPORTING STUDENT OUTCOMES TO HIGH SCHOOLS AND POLICY MAKERS

MHEC's Student Outcome and Achievement Report (SOAR), a legislatively mandated report, provides data on the performance of graduates of individual high schools at specific two and four-year colleges and universities, seeking to link information about students' high school experiences and their performance in college. Unfortunately, the effectiveness of this reporting is constrained by differing institutional testing practices, cutoff scores, and other criteria for determining who needs remediation. Recently, Maryland's community colleges, have agreed to adopt uniform standards for assessment and placement in reading, writing and mathematics. However, those interviewed at UMCP and Towson indicated little interest in adopting uniform requirements, given their differing missions. Other constraints on interpreting the SOAR data include not having data on Maryland students who attend out-of-state institutions (as noted, a comparatively large number of high school graduates). This makes interpreting data from schools that have significant numbers of graduates going out-of-state problematic. The data also does not reveal the effects of the mix of schools in the districts. Consequently, an informal 1998 study of school superintendents and comments by those interviewed revealed a mixed assessment of the value of the SOAR reports. There are so many complicating factors that determine student performance, and the measurement of performance, that the results of any such reporting system must be interpreted with a great deal of caution and even more caution should be exercised in determining appropriate policy responses.

TEACHER EDUCATION

Although this study focuses primarily on the high school/college transition in Maryland, a major focus of the State's K-16 efforts has been on teacher education. The State is facing an acute shortage of teachers and teacher preparation is viewed as a major concern of all levels of education. An MHEC study, "A Study of the Capacity of Teacher Preparation Programs in Maryland (November, 2000) reports that the MDSE "... has predicted that public schools will need to hire nearly 9,000 new teachers in the 2001-2002 academic year–almost double the number required five years earlier." The MHEC study goes on to report that: "Nearly half of Maryland's 60,000 public school teachers will be eligible to retire within the next two years" (p. 5) and that "The number of teachers produced by Maryland's teacher preparation programs in the past year represents just one-quarter of the total that is expected to be needed by the school systems in the State in 2001–and many of these students will take jobs outside of the classroom." (p. 6). MHEC and MDSE have conducted a major study of teacher preparation and proposed sweeping (and often controversial) revisions (Angeletti, 2000).

A major goal of MHEC's Maryland State Plan for Postsecondary Education is to strengthen teacher preparation. This concern also has been a major focus of the Maryland Partnership for Teaching and Learning K-16. As noted, the K-16 Workgroup has a committee specifically focusing on the professional development of teachers. Another committee is preparing a teacher training inventory in conjunction with the efforts of the National Commission on Teaching and America's Future. An additional committee of superintendents and deans/directors is attempting to resolve teacher training issues of concern to both groups.

Teacher education has been the major focus of UMCP's K-16 Council. The Council has been seeking to improve the working relationships between the discipline-based schools and colleges and the College of Education. The Council specifically created the K-16 Faculty Collaboration Committee as a subcommittee to "provide a structural vehicle to support campus communications and collaboration regarding teacher preparation" and charged this subcommittee with commissioning discipline-based task forces to consider and make recommendation about dual majors and/or other vehicles for meeting state concerns about content area preparation. By Spring 1999, dual majors were being devised in a number of fields and considerable progress was being made in helping arts and sciences faculty understand the rational and contents of many education courses (Interviews, UMCP, 12/7/99, 12/8/99). The College of Education is a major participant in MSDE's Professional Development School (PDS) program, and regularly works with school personnel in offering internships, seminars and other teacher training activities at six to eight school sites each year (Interview, UMCP, 12/7/99). The Dean co-chairs a statewide committee, composed of education deans and school superintendents, that is conducting an in-depth examination of Professional Development Schools.

owson also is very involved in K-16 activities related to teacher education. Its faculty are participating in the Standards Based Teacher Education Project sponsored by the Council for Basic Education and AACTE. This project is seeking to increase the engagement of liberal arts and science faculty in K-12 teacher preparation and in performance assessments of teachers. Like UMCP, Towson is collaborating with MDSE in implementing the "Professional Development Schools" concept in several school districts. It also is planning to expand and modify its teacher education program to help meet the State's shortage of teachers.

In conclusion, this study suggests that the capacity of Maryland's higher education institutions, coupled with the admissions, placement and remedial education policies and practices of its university system and its two largest four-year institutions, provide high school graduates with a broad range of opportunities to attend a college or university consistent with their abilities and interests. State, system and campus officials are aware of the need for additional efforts to help more students achieve success in their educational pursuits and achieve their educational goals, and substantial attention is being devoted to identifying and supporting such initiatives. Maryland has been in the forefront of efforts to reforms its schools and to encourage cooperation between its elementary/secondary schools and its colleges and universities. However, Maryland's experiences with these efforts reveal that there are many challenges and issues confronting those attempting to reform its schools and their collaborations with higher education institutions. These include concerns about the potentially negative impacts of high stakes assessments on high school graduation rates and on the curriculum. Such assessments could lead to "teaching to the test," thereby providing students with too narrow a range of knowledge and skills. In addition, attempting to align college and university admissions with such tests may limit campus flexibility to adopt admissions policies that reflect their differing missions and might restrict their ability to make complex judgements on students abilities to succeed at their institutions. Maryland's experiences also suggest that having a specific K-16 structure improves communication and understanding across the sectors, leads to some specific collaborative activities and decisions, but does not guarantee accomplishing major objectives. They also suggest that, in Maryland, a formal mandated structure may be less successful than a voluntary structure because it could restrict flexibility to make adaptations as circumstance change and new information emerges. Maryland's current K-16 structure is an experiment that should be assessed further before conclusions are reached about how best to promote cooperation among all sectors of education in the state.

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Appendix A

Stanford Bridge Project
Maryland Case Study

Phase I Interview List

MARYLAND CASE STUDY
PHASE I
INTERVIEW LIST

CASE STUDY CAMPUSES

Towson University
Provost's Office:
Dr. John D. Haeger, Provost and Vice President (12/20/99)
Dr. M. Jane McMahon, Associate Provost (12/20/99)

Admissions and Financial Aid
Louise K. Shulack, Acting Director, Office of Admissions (10/3/99)
Vincent Pecora, Director, Financial Aid Office (10/3/99)

Enrollment Management
Lonnie McNew, Associate Vice President for Enrollment Management (10/12/99)

Student Life
Dr. Paul J. Parker, Vice President for Student Life (10/12/99)
Robert A. Giordini, Associate Vice President for Student Life (10/12/99)
Jane Insley, Director, Office of Developmental Education (10/12/99)

Academic Deans and Administrators
Meeting (10/12/99)
Dr. Charlotte E. Exner, Dean, College of Health Professions
Dennis E. Hinkle, Dean, College of Education
Dr. Saeed Ghahramani, Interim Dean, College of Science and Mathematics
Dr. Mark Greenberg, Acting Dean, College of Extended Programs
Dr. Dan L. Jones, Dean, College of Liberal Arts
Dr. Alan M. Leberknight, Dean, College of Business and Economics
Maravene Loeschke, Dean, College of Fine arts and Communications
Dean Esslinger, Associate Vice President of Academic Programs
Dr. Margaret Faulkner, Associate Vice President

Institutional Research
Samuel Helms, Director of Institutional Research (10/26/99)

University of Maryland, College Park:
Admissions Office Staff:
Dr. Linda Clement, Assistant Vice President for Academic Affairs and Director, Office of Undergraduate Admissions (9/10/99)
Barbara Gill, Associate Director of Admissions (9/10/99)
Shannon Gundy, Assistant Director, Freshmen Admissions (9/10/99)

Office for Undergraduate Studies:
Dr. Robert Hampton, Associate Provost and Dean (12/22/99)
Nina P. Harris, Assistant to the Dean for Publications and Special Projects (11/4/99)
Kathleen Burke, Ph.D. Associate Dean (11/4/99)

Department of Mathematics
Dr. Patrick M. Fitzpatrick, Professor and Chair, Department of Mathematics (10/11/99)
Dr. William R, Schildknecht, Coordinator of Academic Program, Department of Mathematics (10/11/99)
Fawzi P. Emad, Jr. Coordinator of Academic Advising, Department of Mathematics (10/11/99)

College of Education
Dr. Edna Szymanski, Dean (12/7/99)
Dr. Thomas D. Weible, Sr. Associate Dean (11/23/99)
Dr. James Cibulka, Associate Dean for Research, K-16, Outreach (12/8/99)

OTHER AGENCIES AND ORGANIZATIONS

Baltimore County Public Schools
Dr. Ronald S. Thomas, Assistant to the Superintendent, Department of Educational Accountability (11/29/99)

K-16 Leadership Council, Maryland State Board of Education
Dr. Edward Andrews, K-16 Leadership Council, Vice-Chair, ECC/Maryland State Board of Education, faculty member, Department of Educational Policy, Planning and Administration (12/13/99)

Maryland Higher Education Commission
Paula Fitzwater, Assistant to the Secretary, Coordinator, K-16 Initiatives (12/1/99)

Maryland State Department of Education
Dr Robert C. Rice, Assistant State Superintendent for Research and Development, Maryland State Department of Education, Chair, K-16 Workgroup (11/22/99)

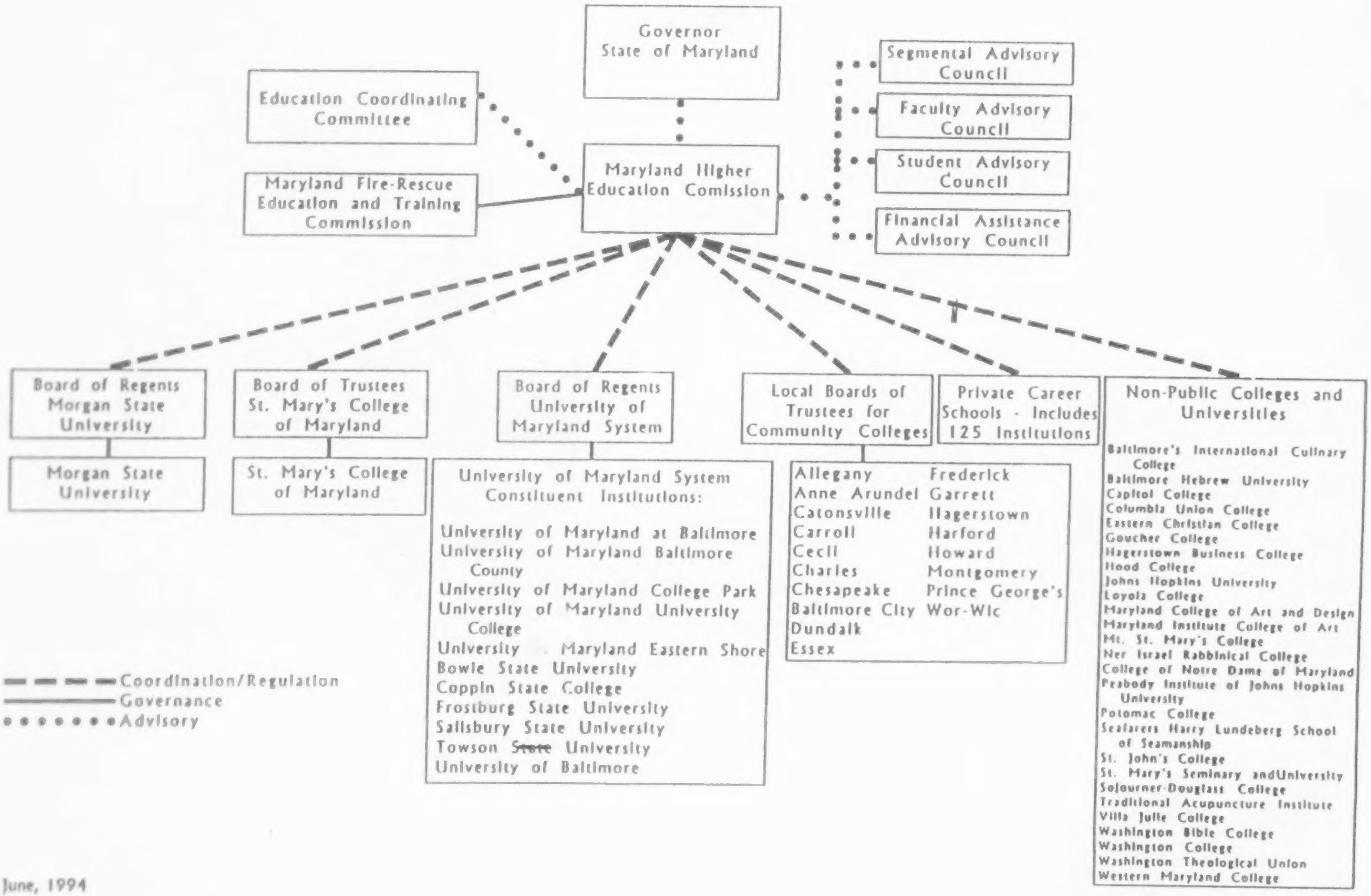
Dr. Larry Leak, Assistant State Superintendent for Certification and Accreditation (11/22/99)

University System of Maryland
Chancellor Donald N. Langenberg, University System of Maryland (1/10/2000)
George Marx, Former Vice Chancellor for Academic Affairs (1/14/2000)
Marvin Titus, Planning and Information Specialist (1/21/99)
Denise Nadasen, Coordinator of Institutional Research (1/21//99)
Dr. Nancy S. Shapiro, Director, K-16 Project Director (1/21/99, 12/13/99)

Appendix B

Organization of Postsecondary Education in Maryland

ORGANIZATION OF POSTSECONDARY EDUCATION IN MARYLAND


Governor
State of Maryland
Education Coordinating Committee
Maryland Fire-Rescue Education and Training Commission
Maryland Higher Education Comission
Segmental Advisory Council
Faculty Advisory Council
Student Advisory Council
Financial Assistance Advisory Council
Board of Regents Morgan State University
Morgan State University
Board of Trustees St. Mary's College of Maryland
St. Mary's College of Maryland
Board of Regents University of Maryland System
University of Maryland System Constituent Institutions:
University of Maryland at Baltimore
University of Maryland Baltimore County
University of Maryland College Park
University of Maryland University College
University Maryland Eastern Shore
Bowie State University
Coppin State College
Frostburg State University
Salisbury State University
Towson ~~State~~ University
University of Baltimore
Local Boards of Trustees for Community Colleges
Allegany
Anne Arundel
Catonsville
Carroll
Cecil
Charles
Chesapeake
Baltimore City
Dundalk
Essex
Frederick
Garrett
Hagerstown
Harford
Howard
Montgomery
Prince George's
Wor-Wic
Private Career Schools - Includes 125 Institutions
Non-Public Colleges and Universities
Baltimore's International Culinary College
Baltimore Hebrew University
Capitol College
Columbia Union College
Eastern Christian College
Goucher College
Hagerstown Business College
Hood College
Johns Hopkins University
Loyola College
Maryland College of Art and Design
Maryland Institute College of Art
Mt. St. Mary's College
Ner Israel Rabbinical College
College of Notre Dame of Maryland
Peabody Institute of Johns Hopkins University
Potomac College
Seafarers Harry Lundeberg School of Seamanship
St. John's College
St. Mary's Seminary andUniversity
Sojourner-Douglass College
Traditional Acupuncture Institute
Villa Julie College
Washington Bible College
Washington College
Washington Theological Union
Western Maryland College
— — — Coordination/Regulation
——— Governance
• • • • • • • Advisory

June, 1994

Appendix C

Maryland State Scholarship Programs

Maryland State Sch

Program	Need Based	Service Requiremen
Guaranteed Access Grant	X	
Educational Assistance Grant	X	
Senatorial Scholarship	X	
Delegate Scholarship		
Tolbert Memorial Grant	X	
Distinguished Scholar		
Distinguished Scholar - Teacher		X
Part-Time Grant	X	
Nursing Scholarship		X
Physical & Occupational Therapist and Assistants Grant		X
Family Practice Medical	X	X
Professional School Scholarship	X	
McAuliffe Teacher		X
Child Care Provider		X
Reimbursement of Firefighters		X
Loan Assistance Repayment Program	X	X
Loan Assistance Repayment Program - Physicians		X
Conroy Memorial Scholarship		
Total		

Does not include the Health Manpower Shortage Incentive Grant Program
these programs do not provide awards to students.

olarship Programs

t	Annual Maximum Award	Amount	FY 1998 Average Award	Students Served	% of total State Aid
	$ 8,300	$ 3,827,015	$ 5,029	761	8.3%
	$ 3,000	$ 26,006,982	$ 1,320	19,708	56.2%
	$ 2,000	$ 6,695,821	$ 927	7,226	14.5%
	varies	$ 1,932,840	$ 716	2,700	4.2%
	$ 1,500	$ 200,000	$ 241	831	0.4%
	$ 3,000	$ 4,200,000	$ 3,000	1,400	9.1%
	$ 3,000	$ 240,000	$ 2,892	83	0.5%
	$ 1,000	$ 750,000	$ 328	2,285	1.6%
	$ 2,400	$ 576,549	$ 2,192	263	1.2%
	$ 2,000	$ 9,000	$ 1,500	6	0.0%
	$ 7,500	$ 7,500	$ 7,500	1	0.0%
	$ 1,000	$ 150,000	$ 926	162	0.3%
	$ 10,128	$ 190,365	$ 4,643	41	0.4%
	$ 2,000	$ 73,750	$ 776	95	0.2%
	$ 4,365	$ 305,962	$ 1,569	195	0.7%
	$ 7,500	$ 226,876	$ 2,767	82	0.5%
	$ 30,000	$ 730,581	$ 36,529	20	1.6%
	$ 4,460	$ 151,500	$ 2,295	66	0.3%
		$ 46,274,741	$ 1,288	35,925	

and Physician Assistant/Nurse Practitioner Programs because

Appendix D

Student Financial Aid Programs Funded by the State of Maryland

STUDENT FINANCIAL AID PROGRAMS
FUNDED BY THE STATE OF MARYLAND
January 2000

Guaranteed Access Grant. Grants pay most of the college expenses for Maryland students from very low income families. An applicant must have a 2.5 grade point average (GPA)in college prep or an articulated tech prep program. Annual total family income must be below 130% of federal poverty level.

Educational Assistance Grant. A family with low or moderate income might qualify for a grant for as much as $3,000 each year. Applicants must earn a cumulative GPA average in college of a 2.0 to keep the award. Applicants will be ranked with all other applicants state-wide by Expected Family Contribution. Priority is given to renewals and new applicants with the lowest Expected Family Contribution.

Senatorial Scholarship. Applicant's State Senator may provide a scholarship for as much as $2,000 a year. Applicants must have a financial need. Each Senator establishes the final criteria to select recipients. Awards range between $200 and $2,000 a year.

Delegate Scholarship Program. The three Maryland State Delegates in a legislative district can provide a scholarship for college. Each Delegate establishes the final criteria to select recipients. The minimum award is $200 per year but the amounts vary.

Part-Time Grant Program. Students with financial need who go to a Maryland college and enroll for at least six, but no more than 11, credits each semester. Grants ranges from $200 a year to $1,000 a year. Students may reapply each year for eight years.

Jack F. Tolbert Memorial Grant Program. Grants are for Maryland students who attend an approved private career school in Maryland. Students must have financial need and enroll at an approved Maryland private career school for at least 18 clock hours a week. Awards range from $200 to $1,500 a year.

Distinguished Scholar Program. Awards honor Maryland high school juniors who are exceptionally talented academically or in the fine and performing arts. Each award is $3,000 a year and is renewed automatically for three years, as long as student maintains an annual GPA of 3.0. To qualify a students must be: 1) a finalist in the National Merit Scholarship and National Achievement Scholarship Programs; or 2) one of five nominee from a high school (10 for magnet schools) who are juniors in visual art, instrumental music, vocal music, dance, or drama; or 3) have at least a cumulative 3.7 GPA in academic subjects in high school at the end of the first semester of their junior year.

Distinguished Scholar Teacher Education Program. Provides an additional $3,000 in scholarship money for Distinguished Scholar recipients who would like to become teachers. Applicants must be officially enrolled in a teacher education program and must sign a promissory note pledging them to teach full-time in a Maryland public school for one year for each year the scholarship is received, or pay the money back with interest. Students must earn an annual GPA of 3.0 in order to keep the award.

State Nursing Scholarship and Living Expenses Grant. Provides for tuition and mandatory fees up to $2,400 a year and a Living Expenses Grant is for up to $2,400 a year. Awards are automatically renewed for up to three years, as long as students meet eligibility requirements. Students must have a cumulative GPA of 3.0 from high school or college and must enroll for at least 6 credits in a nursing program that leads to a nursing degree or diploma at a Maryland college. Recipients are selected competitively based on GPA and type of nursing degree/diploma program.

Physical and Occupational Therapists and Assistants Grant Program. Students can receive as much as $2,000 each year and must reapply each year to renew the grant. It may be renewed three times as long as you meet the eligibility requirements. Students must go to a Maryland college as a full-time student and be enrolled in a professional program (not pre-professional) that will lead to the student becoming a licensed Maryland physical therapist, physical therapist assistant, occupational therapist, or occupational therapist assistant. They must serve as a therapist or assistant in a Maryland public school system one year for each year they receive the award, or pay the money back with interest.

Family Practice Scholarship Program. Scholarships help medical students at the University of Maryland Medical School. They must have a financial need, be a Maryland resident who has been admitted to the University of Maryland School of Medicine, and their residency must be in Family Practice. They must promise to practice family medicine in Maryland after they complete their residency in family practice. They must sign a promissory note that says you will serve as a family practice physician in Maryland one year for each year you receive the scholarship, or pay the money back with interest.

Professional School Scholarship. The Professional School Scholarship helps students who are planning to become physicians, dentists, lawyers, pharmacists or nurses with their college expenses. Awards range from $200-$1,000 per year. Students may renew this award three times as long as they continue to meet eligibility requirements. Students must be a full-time undergraduates in pharmacy or nursing, or a full-time graduate student in medicine, dentistry, law, pharmacy or nursing.

Sharon Christa McAuliffee Memorial Teacher Education Award. Awards helps students who wish to teach school in Maryland in a subject area that does not presently have enough teachers. They can be for as much as the amount for tuition, mandatory fees, room and board for a student at the University of Maryland, College Park. The maximum award for academic year 1999/2000 for a full-time student living on campus was $10,000. Awards may be renewed for one year, as long as students continue to meet the eligibility requirements.

Child Care Provider Scholarship Program. The Child Care Provider Scholarship helps students who want to be child care providers pay for college. Students attending a community college full-time can receive $1,000 per year, or $500 per year if going part-time. Students who attend a four-year college full-time can receive $2,000 a year or $1,000 a year for part-time. This award can be renewed three times if eligibility requirements are met. Students must enroll in either a child development program or an early childhood education program.

Firefighter, Ambulance and Rescue Squad Member Tuition Reimbursement Program. Maryland firefighters, ambulance, or rescue squad members can receive reimbursement for tuition costs they have paid for college courses leading to a degree in fire service technology or emergency medical technology. They must be an active career or volunteer firefighter, ambulance or rescue squad member and serve a Maryland community while taking college courses, and continue to serve for another year after completing the courses. They must be enrolled in a degree or certificate program in either fire service technology or emergency medical technology at a Maryland college. They can attend full- or part-time as an undergraduate or graduate student and receive the actual dollar amount of tuition charges you paid.

Loan Assistance Repayment Program (LARP). This program helps Maryland residents who work for state or local government or a nonprofit agency pay back loans from college. Priority is given to applicants who help to serve low income, under-served people or areas of Maryland. Applicant's annual gross salary cannot exceed $40,000 if you are single or $100,000 if married. Students may reapply for this award each year. Applicants must have received at least one degree from a Maryland college, be employed full-time in state or local government, or a nonprofit organization in Maryland, and their employer must help low income, under-served residents, or under-served areas in the state. Applicants must have loans from a university, government, commercial source or nonprofit organization that they used to pay for college.

Loan Assistance Repayment Program in Primary Care Services (LARP-PCS). This program helps medical residents and physicians who specialize in primary care pay back loans from college or medical school. Applicants must work at an approved under-served area in Maryland.

Edward T. Conroy Memorial Scholarship Program. These scholarships are given to honor the memory of United States Armed Forces personnel and state or local public safety officers who were killed or disabled in the line of duty. The Conroy Grant can be for as much as the cost of tuition and mandatory fees at the University of Maryland, College Park.

Health Manpower Shortage Program Tuition Reduction for Nonresident Nursing Students. Reduces the tuition of a non-resident nursing student who goes to a Maryland public college and enrolls for at least six credits per semester. Applicants must be in a nursing program. They must sign a promissory note to work as a full-time nurse in Maryland one year for each year you receive an award, or pay the money back with interest. Award are automatically renewed each year as long as the student remains eligible.

Maryland Science and Technology Scholarship. Provides scholarships to students who work hard in high school, who enroll in computer science, engineering, and technology programs at Maryland colleges and universities and who agree to work in the state after graduation. Students enrolled in a bachelor's degree program will be eligible for $3,000 a year for four years. Students enrolled in an associate degree program can receive $1,000 a year for two years. Students must be full-time in an eligible associate or bachelor's degree program at a Maryland college or university.

Maryland HOPE Teacher Scholarship. This program provides scholarships to graduating high school seniors, undergraduates or graduate students who would like to become classroom teachers. Students enrolled at a two-year college are eligible for $1,000 annually, and students at four-year colleges will receive $3,000 annually. Students must have a cumulative 3.0 grade point average (GPA) in core curriculum courses in a Maryland high school if you are applying as a high school senior or a cumulative 3.0 GPA if applying as an undergraduate or graduate student. Students must earn a cumulative 3.0 GPA in college.

Maryland HOPE Scholarship. Provides funds to students who attend a college in Maryland and enroll in an academic program that will address career shortage areas in the state. Students who enroll at a two-year college are eligible for an annual award of $1,000 and students at four-year colleges will receive an annual award of $3,000. Students must have a minimum 3.0 (B) cumulative average in core curriculum courses in grades earned through the senior year have a combined family income of $80,000 or less. Eligible programs for the 2000-2001 academic year include Health Professions, Public Affairs, and Business & Management.

Appendix E

Maryland State Department of Education Organizational Chart

Maryland State Department of Education

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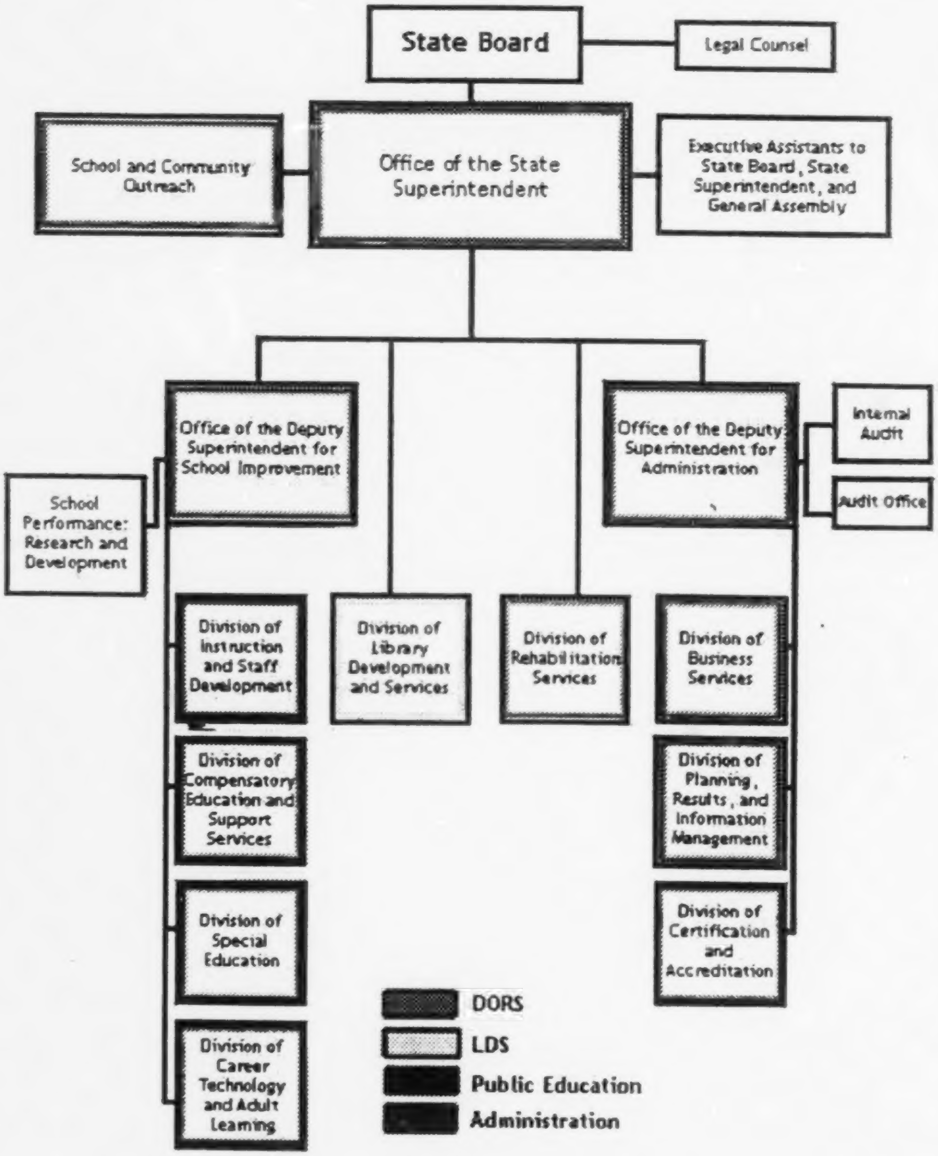
Organizational Chart


State Board
Legal Counsel
School and Community Outreach
Office of the State Superintendent
Executive Assistants to State Board, State Superintendent, and General Assembly
Office of the Deputy Superintendent for School Improvement
School Performance: Research and Development
Office of the Deputy Superintendent for Administration
Internal Audit
Audit Office
Division of Instruction and Staff Development
Division of Library Development and Services
Division of Rehabilitation Services
Division of Business Services
Division of Compensatory Education and Support Services
Division of Planning, Results, and Information Management
Division of Special Education
Division of Certification and Accreditation
Division of Career Technology and Adult Learning
DORS
LDS
Public Education
Administration

Maryland State Department of Education

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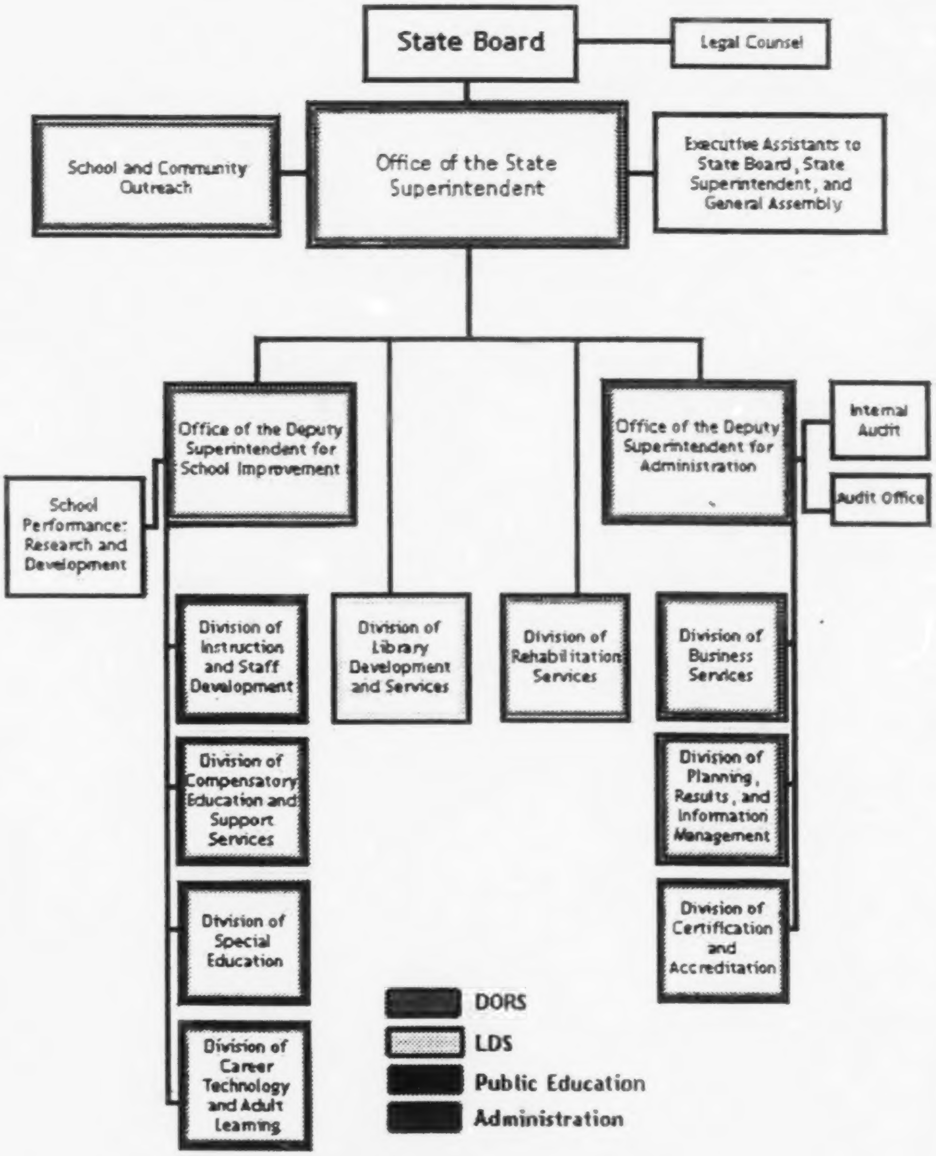
Organizational Chart


State Board
Legal Counsel
School and Community Outreach
Office of the State Superintendent
Executive Assistants to State Board, State Superintendent, and General Assembly
Office of the Deputy Superintendent for School Improvement
School Performance: Research and Development
Office of the Deputy Superintendent for Administration
Internal Audit
Audit Office
Division of Instruction and Staff Development
Division of Library Development and Services
Division of Rehabilitation Services
Division of Business Services
Division of Compensatory Education and Support Services
Division of Planning, Results, and Information Management
Division of Special Education
Division of Certification and Accreditation
Division of Career Technology and Adult Learning
DORS
LDS
Public Education
Administration

Appendix F

Maryland K-16 Partnership Statement and Organization Chart

MARYLAND PARTNERSHIP FOR TEACHING AND LEARNING K-16
Maryland State Department of Education □ Maryland Higher Education Commission □ University of Maryland System
Nancy Grasmick, Superintendent *Patricia Florestano, Secretary* *Donald Langenberg, Chancellor*

3300 Metzerott Road
Adelphi, MD 20783

Phone (301) 445-1992
FAX (301) 445-1914

MARYLAND K-16 PARTNERSHIP STATEMENT

The K-16 Partnership is a bold departure from traditional educational reform, heralding a new and substantive collaboration among leaders in the business community, K-16 education, and local and state government. This unprecedented alliance is critical to the creation of a new community of learning that strives for all of its members to achieve the highest levels of excellence throughout all levels of education and in the workplace. Building on the reforms inaugurated by the Maryland State Department of Education and the Maryland Higher Education Commission, this new Partnership derives its strength from the diversity of its members, who bring to the Partnership their unique perspectives, expertise, resources, and needs.

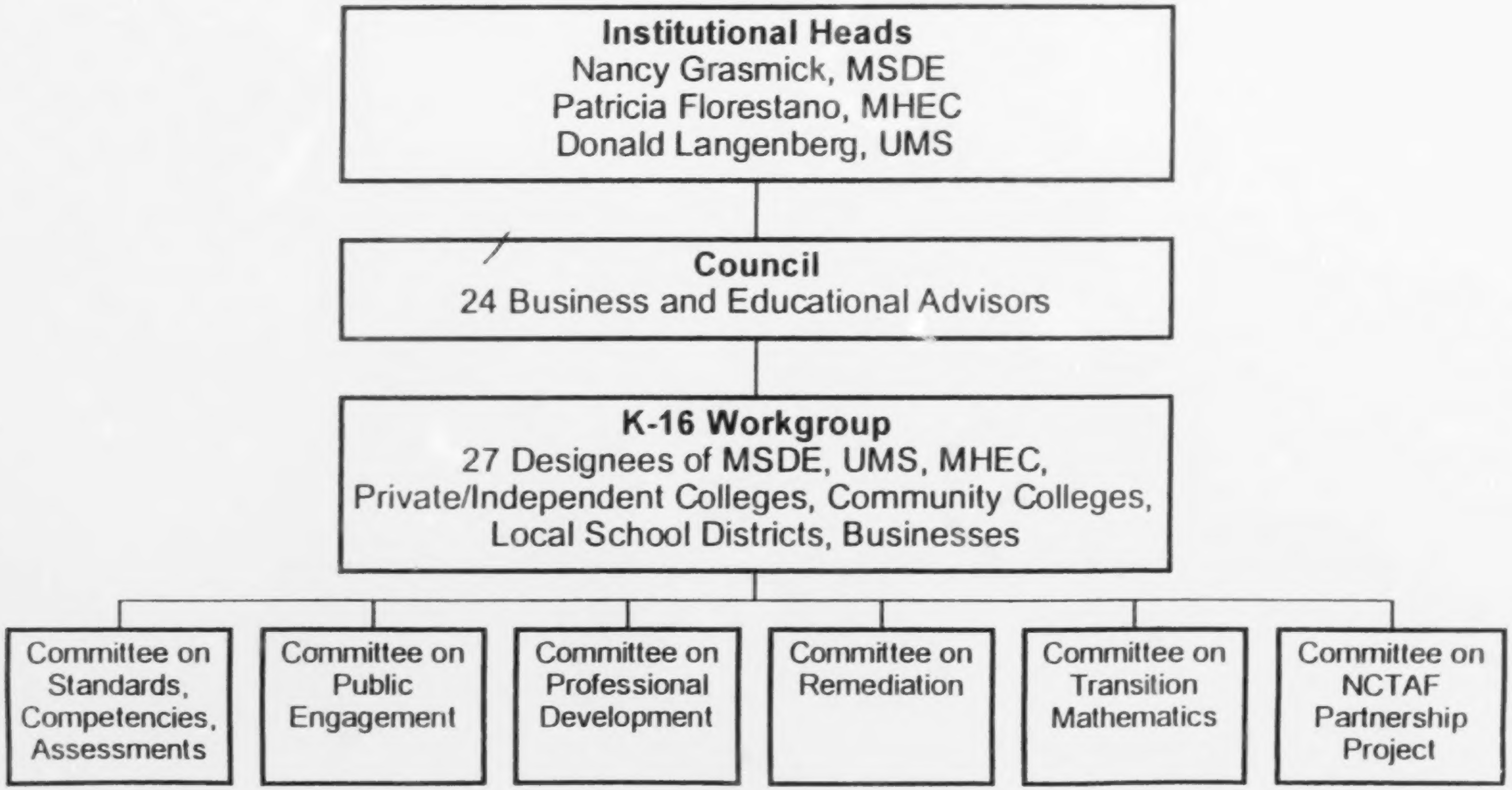
Schools must have the high standards needed for our students to develop and adapt to an increasingly technological world, preparing all students for work and life-long learning. Higher education must take seriously its obligation to educate new teachers who have the knowledge, skill, and confidence to teach in tomorrow's classrooms, and together in partnership with local school systems engage in the continuous professional development of teachers. General education experiences in higher education institutions must prepare out future leaders by instilling an understanding of technology, an appreciation of the arts and humanities, and a profound respect for diversity. Academic majors must link requirements with career expectations. Businesses must be engaged in the development of standards and curriculum throughout K-16 education that give students the knowledge and capability they will need to adapt to a workplace that is changing at an extraordinary rate, and provide meaningful jobs that enable students to use these skills. Businesses must instill and affirm an ethic of life-long learning in their workforce, and actively support their employees in their educational goals. State and local government officials must thoughtfully allocate resources to ensure that they are used in the most effective way possible to achieve these goals, and remove policy and legal barriers to the collaborations necessary to attain them. Further, all must bear responsibility for ensuring that our students are prepared to accept their responsibilities as citizens -- as active participants in the social, cultural, and political life of our State, nation, and world.

The success of the Partnership also depends on necessary change, significant improvement, and constant assessment. Standards at every level must retain rigor and relevance. Assessments must be developed to provide meaningful evaluations of student performance and to evaluate how well students are supported in their efforts to meet these standards. The Partnership will address and develop strategies for strengthening K-16 standards, competencies, and assessments, the professional development of teachers, and community engagement in the K-16 initiative.

Acting individually, these partners could not achieve any of these goals. Each is an essential and equally important contributor to the Partnership. Further, nothing can be done without the active support and engagement of the community at large and parents in particular. The most critical task of the Partnership is to foster opportunities for its members to establish comprehensive and substantive collaborations that enable all stakeholders to engage in the far-reaching changes needed in our education system. The Partnership will enable the State of Maryland to create an educational system that gives its citizens the skills they will need to lead productive and fulfilling lives.

September 1996

Maryland Partnership for Teaching and Learning



Institutional Heads
Nancy Grasmick, MSDE
Patricia Florestano, MHEC
Donald Langenberg, UMS

Council
24 Business and Educational Advisors

K-16 Workgroup
27 Designees of MSDE, UMS, MHEC, Private/Independent Colleges, Community Colleges, Local School Districts, Businesses

- Committee on Standards, Competencies, Assessments
- Committee on Public Engagement
- Committee on Professional Development
- Committee on Remediation
- Committee on Transition Mathematics
- Committee on NCTAF Partnership Project

Appendix G

Maryland Functional Testing Program, Percent Passing, Grades 9 and 11

The Maryland Functional Testing Program includes four tests in the areas of reading, writing, mathematics, and citizenship. The purpose of the Maryland Functional Testing Program is to ensure that students have acquired minimum levels of competency in basic skills or "functional" areas prior to leaving public education. Each student must pass all four tests as one condition for graduation from high school. Students who are not pursuing a Maryland High School Diploma are not required to pass the Maryland Functional Tests.

Beginning with the 1998-1999 school year, the Maryland State Board of Education permitted a waiver of the citizenship test requirement if local school systems certified that the content measured by the test was embedded into their government courses. The waiver permits school systems to align social studies instruction with the core learning goals included in the high school improvement program. Therefore, beginning with the 1998-1999 school year, grade 9 citizenship test results will no longer be reported; beginning with the 1999-2000 school year, grade 11 results will no longer be reported.

Percent of Maryland Students Passing Maryland Functional Tests -Grade 9

Standards Excellent Satisfactory	**Reading** 97 95	**Mathematics** 90 80	**Writing** 96 90	**Citizenship** 92 85
1990	93.4	67.9	88.4	75.0
1991	94.8	73.1	83.2	76.2
1992	96.0	73.0	90.0	79.2
1993	97.4	79.2	93.5	83.8
1994	96.9	79.4	88.0	86.7
1995	97.1	81.1	88.3	84.1
1996	97.2	83.0	82.5	83.1
1997	97.3	84.9	89.0	84.5
1998	97.4	84.8	89.8	84.0

Percent of Maryland Students Passing Maryland Functional Tests -Grade 11

Standards Excellent Satisfactory	**Reading** 99 97	**Mathematics** 99 97	**Writing** 99 97	**Citizenship** 99 97	**All Tests** 90 96
1991	99.4	96.5	97.7	96.3	93.1
1992	99.3	96.2	97.8	95.6	92.4
1993	99.6	96.2	98.6	96.3	93.2
1994	99.7	96.1	98.6	96.2	92.9
1995	99.5	96.4	98.5	96.1	93.1
1996	99.6	95.8	97.7	95.5	91.8
1997	99.6	95.9	98.0	95.5	91.8
1998	99.5	95.6	97.8	94.9	91.3

2. ***What is the Maryland School Performance Assessment Program (MSPAP)?***

The Maryland School Performance Assessment Program (MSPAP) measures higher order thinking processes and the application of knowledge and skills to real world situations. MSPAP is a tool for school improvement and an overall measure of students' knowledge accumulated over several years of schooling. MSPAP measures performance in a single test covering mathematics, reading, writing, science, language usage, and social studies for each student in grades 3, 5, and 8. The assessment, given in May of each year, requires approximately nine hours of engaged testing time over five days of testing.

Students receiving special education services may be exempted from MSPAP only when they are pursuing alternative or life skills outcomes (not Maryland Learning Outcomes). English as a Second Language (ESL) Students may be exempted from one test administration if they do not have the minimum language proficiency required to be validly assessed using the MSPAP.

MARYLAND SCHOOL PERFORMANCE ASSESSMENT PROGRAM (MSPAP)
Percent of Maryland Students at Satisfactory Achievement Levels

* The composite index is the average of the percents satisfactory across the six content areas.

Standard	**Reading**	**Writing**	**Language Usage**	**Mathematics**	**Science**	**Social Studies**	**Composite Index***
Satisfactory	70	70	70	70	70	70	
1993							
Grade 3	---	35.1	29.4	28.6	31.1	31.9	31.2
Grade 5	24.7	36.8	26.8	39.5	33.3	31.3	32.1
Grade 8	24.6	36.3	36.9	35.8	---	25.9	31.9
1994							
Grade 3	30.6	35.2	34.2	33.9	34.9	32.4	33.5
Grade 5	30.2	33.2	35.0	42.1	38.7	32.7	35.3
Grade 8	24.0	44.0	43.6	40.3	39.7	31.9	37.3
1995							
Grade 3	34.1	39.4	43.1	42.1	41.2	38.1	39.6
Grade 5	29.6	36.7	39.7	44.9	41.3	38.5	38.4
Grade 8	27.6	42.1	52.2	42.3	46.1	35.9	41.0
1996							
Grade 3	35.3	40.9	45.2	38.7	36.0	29.1	37.5
Grade 5	33.7	42.3	45.3	47.8	44.8	42.8	42.8
Grade 8	28.6	43.0	52.9	43.3	46.8	36.2	41.8
1997							
Grade 3	36.8	40.0	49.5	41.4	38.2	35.8	40.2
Grade 5	35.6	39.3	46.8	48.2	46.3	43.7	43.4
Grade 8	26.3	42.5	49.2	45.9	45.9	41.0	41.7
1998							
Grade 3	41.6	46.9	49.4	41.6	39.4	41.0	48.6
Grade 5	40.4	42.0	51.4	47.9	51.6	43.8	51.4
Grade 8	25.5	43.5	47.8	47.4	48.7	42.3	43.1

3. *What is the Norm Referenced Assessment Program – Comprehensive Tests of Basic Skills (CTBS/5)?*

Since the spring of 1997, Maryland has required the CTBS/5 to be given to a sample of at least 250 students per school system in each of grades 2, 4, and 6. The tests measure reading, language, language mechanics, mathematics, and mathematics skills and provide comparative information on the performance of Maryland students and students in national norm samples. The total engaged testing time is approximately three hours for each student tested.

(From 1992 until 1995, Maryland required the CTBS/4 to be given in grades 3, 5, and 8; the CTBS/4 tests measured reading comprehension, language usage, and mathematics total. Maryland did not require a norm referenced assessment to be given in 1996. Because the CTBS/5 is based on a different national norm sample than the CTBS/4, results from the two assessments are not comparable.)

1992-1995 MARYLAND'S CTBS/4
Average Median National Percentile Ranks
of Maryland Students

The data shown here are averages across all grades and content areas.

1992	51
1993	50
1994	50

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1997 MARYLAND'S CTBS/5
Average Median National Percentile Rank
of Maryland Students
The data shown here are averages across all grades and content areas.

1997	48

Division of Research and Development (R&D)

1. ***Why are we giving new assessment tests? We already give tests and students are over tested anyway.***

The new assessment tests will be given to assess the level of individual student performance in learning the content included in the core learning goals in English, mathematics, science, and social studies. The tests act as a mirror reflecting back how well students are learning the content and applying the content to solve problems.

2. ***What will happen to a student who does not pass the assessment tests?***

A student who does not pass an assessment test will be allowed to take the test again and continue to take it until it is passed.

3. ***What about the students who are not succeeding in one or more of the subject areas covered by the state assessment tests who may need further assistance in order to meet the state standards?***

Implementation of a comprehensive K-12 program of academic assistance for students will begin during the 1999-2000 school year. This program will be targeted at students who are not succeeding in reading and/or mathematics as well as in other core subject areas covered by state assessment tests. For more information, see State Board of Education Resolution #1998-1

Division of Special Education/Early Intervention Services (DSE/EIS)

1. ***What is Special Education/Early Intervention Services?***

Special education means specially designed instruction, at no cost to parents, to meet the unique needs of a child with a disability. Disabilities affect learning in varying degrees. Each local school system is required to have a continuum of services in place to meet the needs of children with disabilities in the least restrictive environment.

Early Intervention means services designed to meet the developmental needs of infants and toddlers with disabilities and the needs of families related to enhancing their children's development. The MSDE, Division of Special Education/Early Intervention Services, is the **lead agency** for this statewide, family-centered, and community-based approach of services and supports provided through a coordinated, interagency system.

2. ***If a parent believes their child may***

Appendix H

High School Graduation Requirements at a Glance for Maryland Public High Schools

Maryland's High School Assessments...building on rigorous requirements

HIGH SCHOOL GRADUATION REQUIREMENTS AT A GLANCE FOR MARYLAND PUBLIC HIGH SCHOOL

Resource Paper: Graduation Requirements

Regulation Component	Regulations Effective for 9th Graders in Fall 1993
.01 Mission	▪ …enter post high school education, employment, or both.
.02 Diplomas and Certificates	▪ State diploma ▪ Enrollment, competency, and credit ▪ Student service
.03 Graduation Requirements A. Enrollment	▪ 4 years of study beyond 8th grade unless one of the alternatives in H or I is satisfied
B. Competency Prerequisites	▪ Locally determined test administration - Mathematics 7, 8, or 9 - Reading 7, 8, or 9 - Writing 7, 8, or 9 - Citizenship 7, 8, 9, or 10

Resource Paper: Selected Current and New Graduation Requirements

C. Specified Credit Requirements	Total: 21
	▪ English 4 ▪ Fine Arts 1 ▪ Mathematics 3 - one with fundamental or advanced algebraic concepts and topics - one with fundamental or advanced geometric concepts and topics ▪ Physical Education ½ ▪ Health ½ ▪ Social Studies 3 - US History – 1 - World History – 1 - Local, St., & Nat. Government – 1 ▪ Science 3 - Earth, life, or physical science or all - Laboratory Experiences ▪ Technology Education 1 - Includes the application of knowledge, tools… solve practical problems…
▪ Career Preparation	▪ Choice: one of the following: - Foreign Language 2 - Advanced Techn. 2 or - State Approved Career and Technology Program ▪ Electives 3

▪ Certificate of Merit	▪ Advanced instruction 12 - Foreign Language level III or beyond ▪ 3.0 GPA on 4.0 scale
▪ Computer Use	▪ In each appropriate subject
▪ Elective Programs	▪ Programs and instruction shall be developed at the discretion of the local school system
D. Student Service	▪ Student shall complete: - 75 clock hours - Preparation, action, and reflection components - May begin in middle grades or ▪ Student shall complete: - Locally designed program approved by the State Superintendent of Schools
E. Unit of Credit	▪ Defined as locally determined clock hours or ▪ Successful demonstration of established learning outcomes for all original credit
F. Other Provisions for earning Credit	▪ Credit by Examination ▪ Independent Study / Internship ▪ Summer School ▪ Evening School ▪ Correspondence Courses ▪ Tutoring ▪ Work Study Program ▪ College Courses

H. Alternatives to 4-Year Enrollment	▪ Early college admission program provided: - accepted for early admission to an accredited college before graduation - all state competency prerequisites and student service requirements have been met ▪ Early admission to approved Vocational, Technical, or Other Post-Secondary School provided: - accepted for early admission by an approved vocational, technical, or post-secondary school - all state competency prerequisites and student service requirements have been met
I. Alternatives for Structuring Programs	▪ Each local school system shall be permitted to develop alternative ways for individuals or groups of students to fulfill graduation requirements ▪ Waiver of 4th year if all credit, competency prerequisite, and student service requirements are met and local superintendent determines that this waiver is in the best interest of the student - Curricular Plan - Local superintendent approval and notification to State Superintendent of Schools

J. Transfer	(1) Graduation Requirements. (a) To receive a Maryland public high school diploma, a student shall be in attendance at a Maryland public high school one full semester (b) In cases where this requirement creates an undue hardship, the local superintendent of schools may waive the one full semester attendance requirement (c) Exception shall be made for special education students in State-approved nonpublic programs (2) Students transferring from one Maryland public high school to another shall be given the option of graduating from either high school by agreement of the local superintendent of schools (3) Transcript of Record from nonaccredited School (a) The principal shall ascertain whether the school or schools previously attended by the student are accredited. If the school or schools are approved by that state, credits may be allowed the student in the subjects that the student has completed successfully. (b) A local superintendent of schools shall determine by an evaluation of a student whether credits earned at a nonaccredited high school will be accepted.

	(4) Unavailability of Transcript or School Report Card If the transcript of record or the school report card is not available, a local superintendent of schools or designee shall determine by an evaluation the appropriate placement of the student within the high school program. This is as follows: (a) Administration of standardized tests and examination; (b) Use of interviews; and (c) Inspection of transcripts, report cards, and other documentation as well as the observation of the student in a classroom setting.
.04 High School Year Defined	▪ 180 Days ▪ Minimum of 1,170 hours ▪ Minimum of 1,170 hours during 10 month period. A student begins grade 9 and each subsequent grade upon completion of previous grade.
.05 Effective Date	▪ Bylaw applies to all students who will be entering grade 9 for the first time in or after the 1993-94 school year
.06 Graduation Requirements for Students Entering Grade 9 Before 1993-94.	▪ Existing Requirements

Maryland State Department of Education

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Maryland's High School Assessments

. . . building on rigorous credit requirements

Subject Area	Current Specific Credit Requirements	High School Assessments	
		Phase I 2001 Entering Freshman	Future Phases (projected)

Core Requirements

English	**4 Credits**	English I	3 end-of-course exams: ✓ English I ✓ English II ✓ English III
Mathematics	**3 Credits** ✓ 1 credit in fundamental or advanced algebraic concepts and topics ✓ 1 credit in fundamental or advanced geometric concepts and topics	algebra **or** geometry	2 end-of-course exams covering: ✓ algebra/data analysis and probability ✓ geometry
Science	**3 credits, including laboratory experience in any or all of the following areas:** ✓ earth science ✓ life science ✓ physical science	biology offered at discretion of local school systems	An end-of-course exam in two of the following areas: ✓ earth/space science ✓ biology ✓ chemistry ✓ physics
	3 credits ✓	government	3 end-of-course exams

Social Studies	1 credit in U.S. History ✓ 1 credit in world history ✓ 1 credit in local, state, and national government		in: ✓ U.S. history ✓ world history ✓ government

Other Requirements

Fine Arts	**1 credit**
Physical Education	**1/2 credit**
Health	**1/2 Credit**
Technology Education	**1 Credit**
Foreign Languages *or* Advanced Technology *or* Career & Technology Program	**2 Credits in Foreign Languages *or* 2 Credits in Advanced Technology *or* a state-approved career and technology program**

Maryland Functional Testing Program

- Students must pass the Maryland Functional Tests in math, reading, and writing and take an approved government course.
- The Maryland Functional Tests may be eliminated as the high school assessments become available for use.

Students must also meet attendance and service-learning requirements.

Back to MSDE Home

Appendix I

What will the assessments test: Core Learning Goals

English Goals

Science Goals

Government Goals

United States History Goals;

World History Goals

Mathematics Goals

Skills for Success Goals

SCHOOL IMPROVEMENT IN MARYLAND

Maryland School Performance Program

What will the assessments test?

Core Learning Goals
- *English*
- *Science*
- *Social Studies*
- *Mathematics*

Skills for Success
- *All*

High school assessments are a test of a student's knowledge of **Core Learning Goals** contained in certain course content areas. The tests will be given after the student completes a course containing the Core Learning Goals. Students entering grade 9 in the fall of 2001 will be required to pass tests in English I, government, and algebra or geometry. Students will be required to pass the biology test if the local school system chooses to include biology as a requirement.

Skills For Success include learning, thinking, communication, technology, and interpersonal skills that students will need in the 21st century. These skills should be taught in every course and will contribute to student performance on all the tests.

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SCHOOL IMPROVEMENT IN MARYLAND
Maryland School Performance Program

English Goals

Goal 1

The student will demonstrate the ability to respond to a text by employing personal experiences and critical analysis.

Goal 2

The student will demonstrate the ability to compose in a variety of modes by developing content, employing specific forms, and selecting language appropriate for a particular audience and purpose.

Goal 3

The student will demonstrate the ability to control language by applying the conventions of standard English in writing and speaking.

Goal 4

The student will demonstrate the ability to evaluate the content, organization, and language use of texts.

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SCHOOL IMPROVEMENT IN MARYLAND
Maryland School Performance Program

Science Goals

Goal 1 Skills And Processes

The student will demonstrate ways of thinking and acting inherent in the practice of science. The student will use the language and instruments of science to collect, organize, interpret, calculate, and communicate information.

Goal 2 Concepts Of Earth/Space Science

The student will demonstrate the ability to use scientific skills and processes (Core Learning Goal 1) to explain the physical behavior of the environment, earth, and the universe.

Goal 3 Concepts Of Biology

The student will demonstrate the ability to use scientific skills and processes (Core Learning Goal 1) and major biological concepts to explain the uniqueness and interdependence of living organisms, their interactions with the environment, and the continuation of life on earth.

Goal 4 Concepts Of Chemistry

The student will demonstrate the ability to use scientific skills and processes (Core Learning Goal 1) to explain composition and interactions of matter in the world in which we live.

Goal 5 Concepts Of Physics

The student will demonstrate the ability to use scientific skills and processes (Core Learning Goal 1) to explain and predict the outcome of certain interactions which occur between matter and energy.

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SCHOOL IMPROVEMENT IN MARYLAND
Maryland School Performance Program

Government Goals

Goal 1 Political Systems

The student will demonstrate an understanding of the historical development and current status of principles, institutions, and processes of political systems.

Goal 2 Peoples Of The Nation And World

The student will demonstrate an understanding of the history, diversity, and commonality of the peoples of the nation and world, the reality of human interdependence, and the need for global cooperation, through a perspective that is both historical and multicultural.

Goal 3 Geography

The student will demonstrate an understanding of geographic concepts and processes to examine the role of culture, technology, and the environment in the location and distribution of human activities throughout history.

Goal 4 Economics

The student will demonstrate an understanding of the historical development and current status of economic principles, institutions, and processes needed to be effective citizens, consumers, and workers.

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SCHOOL IMPROVEMENT IN MARYLAND
Maryland School Performance Program

United States History Goals

Goal 1 Political Systems

The student will demonstrate an understanding of the historical development and current status of principles, institutions, and processes of political systems.

Goal 2 Peoples Of The Nation And World

The student will demonstrate an understanding of the history, diversity, and commonality of the peoples of the nation and world, the reality of human interdependence, and the need for global cooperation, through a perspective that is both historical and multicultural.

Goal 3 Geography

The student will demonstrate an understanding of geographic concepts and processes to examine the role of culture, technology, and the environment in the location and distribution of human activities throughout history.

Goal 4 Economics

The student will demonstrate an understanding of the historical development and current status of economic principles, institutions, and processes needed to be effective citizens, consumers, and workers.

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SCHOOL IMPROVEMENT IN MARYLAND
Maryland School
Performance Program

World History Goals

Goal 1 Political Systems

The student will demonstrate an understanding of the historical development and current status of principles, institutions, and processes of political systems.

Goal 2 Peoples Of The Nation And World

The student will demonstrate an understanding of the history, diversity, and commonality of the peoples of the nation and world, the reality of human interdependence, and the need for global cooperation, through a perspective that is both historical and multicultural.

Goal 3 Geography

The student will demonstrate an understanding of geographic concepts and processes to examine the role of culture, technology, and the environment in the location and distribution of human activities throughout history.

Goal 4 Economics

The student will demonstrate an understanding of the historical development and current status of economic principles, institutions, and processes needed to be effective citizens, consumers, and workers.

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SCHOOL IMPROVEMENT IN MARYLAND
Maryland School Performance Program

Mathematics Goals

Goal 1 Functions and Algebra

The student will demonstrate the ability to investigate, interpret, and communicate solutions to mathematical and real-world problems using patterns, functions, and algebra.

Goal 2 Geometry, Measurement, And Reasoning

The student will demonstrate the ability to solve mathematical and real-world problems using measurement and geometric models and will justify solutions and explain processes used.

Goal 3 Data Analysis And Probability

The student will demonstrate the ability to apply probability and statistical methods for representing and interpreting data and communicating results, using technology when needed.

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SCHOOL IMPROVEMENT IN MARYLAND
Maryland School Performance Program

Skills for Success Goals

Goal 1 **Learning Skills**
The student will plan, monitor, and evaluate his or her own learning experiences.

Goal 2 **Thinking Skills**
The student will think creatively, critically, and strategically to make effective decisions, solve problems, and achieve goals.

Goal 3 **Communication Skills**
The student will plan, participate in, monitor, and evaluate communication experiences in a variety of situations.

Goal 4 **Technology Skills**
The student will understand, use, and evaluate technologies for a variety of purposes in a rapidly changing technological society.

Goal 5 **Interpersonal Skills**
The student will work effectively with others and participate responsibly in a variety of situations.

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Appendix J

Maryland State Board of Education: Resolution #1998-1

Maryland State Department of Education

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MARYLAND STATE BOARD OF EDUCATION RESOLUTION #1998-1

WHEREAS, the Maryland State Board of Education has unanimously voted to require students entering ninth grade in the fall of 2000, as a condition of high school graduation, to pass rigorous State tests in English, government, and either algebra or geometry, with a passage of State biology as a local option; and

WHEREAS, additional Sate tests may be phased in over time; and

WHEREAS, the State Board does not believe it is appropriate to hold students to high standards unless all teachers and other staff members are also held to high standards and quality instruction is delivered to each student each school day;

WHEREAS, the State Board is concerned with the large number of provisionally certified teachers as well as with the assignment of teachers out-of-field and believes that certain teacher preparation and staff development measures are necessary; and

WHEREAS, the State Board recognizes that some students who are not succeeding in one or more of the subject areas covered by the State tests may need further assistance in order to meet the State standards;

NOW THEREFORE, be it resolved on this 28th day of January, 1998, by the Maryland State Board of Education, by a vote of 10 to 0, (two absentees) that:

1. A comprehensive k-12 program of remediation assistance for students be developed by MSDE and funded by the State and other non-local sources. This comprehensive remediation program shall begin in the early elementary grades with mandatory interventions for each public school student throughout the State who is not succeeding in reading and/or mathematics as well as in other core subject areas covered by the State tests. The remediation program shall have identified resources for implementation to begin during the 1999-2000 school year; and

2. A major staff development program for teachers be developed by MSDE and funded by the State and other non-local resources. The staff development shall focus on the core learning goals, on improved teaching practices, and on helping teachers to qualify in second teaching areas; and

3. A major effort be undertaken by MSDE to address the instructional problems created by provisional teachers and teachers teaching out-of-field. The State Superintendent of Schools shall present to the State Board a proposed plan of action that includes recommendations for limitations on renewals of provisional certificates and school system parameters for the number of teachers teaching out-of-field.

Rose La Placa
President
Board, MSDE

Back to MSDE Home

The Maryland Partnership for Teaching and Learning K-16
Standards, Competencies and Assessments Committee

Introduction

Maryland has emerged as a national leader in statewide K-16 partnerships. Under the tripartite leadership of the State Superintendent of Schools, the Secretary of Higher Education, and the Chancellor of the University System of Maryland, the Maryland Partnership for Teaching and Learning K-16 has rapidly moved forward with statewide policy initiative in the areas of teacher education, and standards-based learning and assessment. Through the K-16 Partnership, these statewide initiatives have enjoyed broad based support from all education sectors.

Charge

The Standards, Competencies and Assessments Committee is charged with engaging representatives from the K-12 and higher education communities in addressing issues related to the alignment of educational outcomes at the elementary, secondary and postsecondary levels. Specifically, the committee is to:

- Determine the degree of alignment between MSDE High School Core Learning Goals and educational outcomes for post secondary general education courses at both two- and four-year institutions. including college placement exams
- Examine the standards for a "C" Composition developed by the Statewide English Composition Committee, recommend to the K-16 Workgroup whether the standards should be adopted by the K-16 Partnership and, if adopted, how they should be disseminated.
- Ensure that learning outcomes identified by the Mathematics Bridge Goals Committee articulate between the High School Learning Goals in mathematics and the outcomes for postsecondary general education mathematics requirements, ~~including placement examinations~~.
- Consider other K-16 issues referred by the K-16 Workgroup and recommend issues that might be considered by this Committee, other committees or the Workgroup.

Committee Co-Chairs will serve as members of the K-16 Workgroup and report on committee activities, progress and recommendations as needed.

Appendix K

The Maryland Partnership for Teaching and Learning K-16: Standards, Competencies and Assessments Committee

Committee on K-16 Standards, Competencies, and Assessments

Goal:	In order to meet the demands of an increasingly competitive global economy, students at all levels will need to develop, use, and adapt highly complex understandings and skills, especially including those involving technology. Rigorous core learning goals are necessary to enable high school students to successfully make the transition from secondary school to higher education or the work place. Similarly, high standards, along with appropriate assessments, must be established for higher education. General education experiences must be sufficiently rigorous to ensure that higher education students have the skills and knowledge necessary to communicate effectively, think critically, understand mathematical and scientific methods, recognize and appreciate cultural diversity, and understand the nature and value of the fine and performing arts. As a first step in this process, conversations regarding articulation between 2- and 4-year institutions must be broadened to include members from the K-12 and business communities and engage them in a substantive discussion to identify the competencies that must be mastered as part of a rigorous general education experience. In addition, the requirements for academic majors must be linked to workforce expectations. Equally important, however, is to have in place a K-16 assessment system that evaluates both how students are performing and, more important, how well the educational infrastructure is supporting the students in their efforts to meet these new standards. The assessment system will result in new strategies and structures to ensure that students are able to obtain the level of knowledge and skills necessary to prepare them for both higher education and the work force. Ultimately, the assessment will form the basis for fundamental changes in the delivery of education, including the professional education and development of teachers, the on-going re-evaluation of core learning goals, general education experiences, and academic majors, the development of new instructional strategies, the admission, retention, placement, and instruction of college students, and preparation for the work place. The creation of K-16 faculty alliances is particularly important to the success of this goal, ensuring a common understanding and commitment to the goals of the Partnership.
Design Charge:	This design team is charged with recommending rigorous standards for core learning goals, general education experiences, and academic majors that link these areas with workplace and educational expectations through a partnership among K-12 educators, higher education faculty, and the business community. Further, the team is charged with recommending a mechanism ensuring that this partnership will continue working together on curriculum development at all levels of education. In addition, the design team in cooperation with MSDE will make recommendations on the design of a K-12 assessment system that takes into account all of the goals of the K-16 Partnership. The design team should make similar recommendations to MHEC on the creation of a process for assessing student success in meeting general education requirements in higher education. The group should make recommendations on the design and implementation of a K-16 Council Faculty Fellows program in order to foster the growth of K-16 faculty alliances. The group is further charged with recommending a mechanism for identifying and recommending changes to the educational infrastructure to enable students to achieve the new standards. The group should give particular attention to transitional issues confronting the K-16 educational infrastructure that will result from its recommendations. Furthermore, the group should examine and make recommendations on how the new standards will affect the delivery of higher

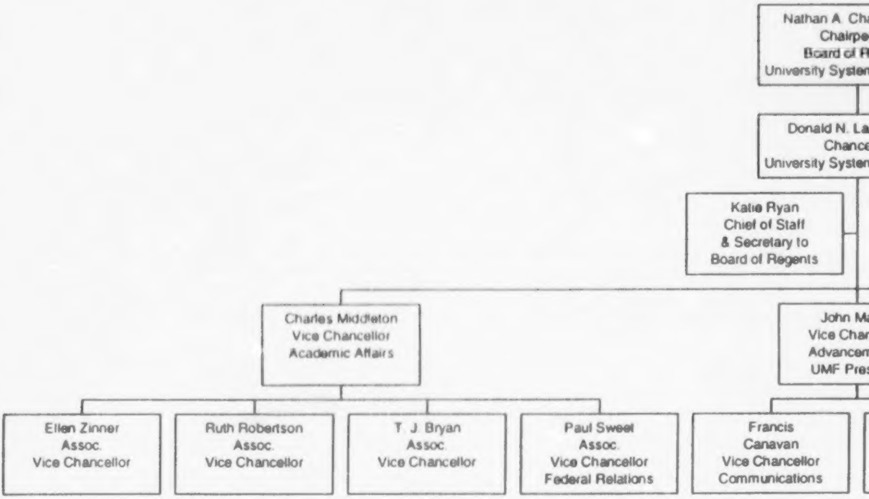
	education, and encourage creative strategies to address these issues, including advising, time-to-degree, the delivery of curriculum, and linkages to K-12 education. The group should also recommend strategies to ensure student success during this transitional period. The group should identify possible pilot projects that are designed to address theses issues using a collaborative model among K-16 educators, State and local governments, and business leaders. These pilot projects should also include an assessment and evaluation aspect to evaluate their effectiveness. The group is also charged with developing a mechanism for evaluating the effectiveness of each of its recommendations. Finally, because the work of each committee is closely related to the other committees, the committee is charged with communicating closely with the Committees on Professional Development and Public Engagement.

ISSUES	STRATEGIES AND ELEMENTS
Core Learning Goals	1. Align Core Learning Goals for K-16 (English, Social Studies, Science, Skills for Success). Continue K-16 faculty collaborations to implement. 2. Math-Core learning goals accepted by State Board, along with the development of a new third-year course and common assessment tool in alignment with higher education admissions standards. Facilitate K-16 faculty development of course assessments. 3. Recommend rigorous standards for general education experiences through partnership
Assessments	1. Determine policy/processes for K-16 decision-making structure for assessment design to achieve single system to be used for high school graduation assessment, college and workplace entry, and assessment for general education experiences. 2. Develop strategies for K-16 to use data and new assessment system to enhance opportunities for students (e.g., college admission and placement and job entry). 3. Develop curricular framework in each core content area to support 2 above and prepare for test development.
Time and Learning	1. Drawing upon MHEC and MSDE research and analysis of issues currently underway, identify strategies to address: ➢ eliminating barriers to achieving K-16 standards ➢ K-16 advisement ➢ delivery of K-16 courses ➢ transitions to different levels of education ➢ time to degree ➢ remedial studies ➢ minority student achievement ➢ accelerating learning 2. Identify possible pilot projects to implement strategies, based on collaboration among K-16 educators, the business community, and appropriate governmental agencies.

Appendix L

University System of Maryland Organization Chart

University Syste



Nathan A. Cha
Chairpe
Board of R
University Syste

Donald N. La
Chance
University Syste

Katie Ryan
Chief of Staff
& Secretary to
Board of Regents

Charles Middleton
Vice Chancellor
Academic Affairs

John Ma
Vice Char
Advance
UMF Pres

Ellen Zinner
Assoc.
Vice Chancellor

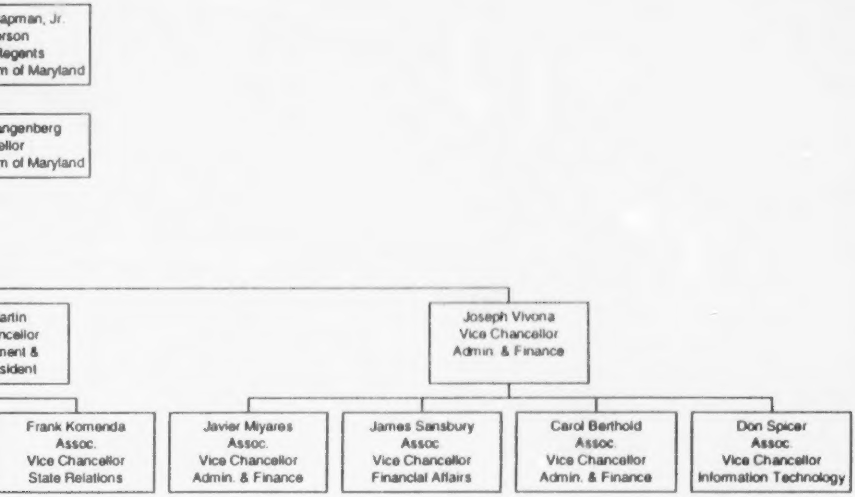
Ruth Robertson
Assoc.
Vice Chancellor

T. J. Bryan
Assoc.
Vice Chancellor

Paul Sweet
Assoc.
Vice Chancellor
Federal Relations

Francis
Canavan
Vice Chancellor
Communications

em of Maryland



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Regents
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artin
ncellor
ment &
sident

Frank Komenda
Assoc.
Vice Chancellor
State Relations

Joseph Vivona
Vice Chancellor
Admin. & Finance

Javier Miyares
Assoc.
Vice Chancellor
Admin. & Finance

James Sansbury
Assoc.
Vice Chancellor
Financial Affairs

Carol Berthold
Assoc.
Vice Chancellor
Admin. & Finance

Don Spicer
Assoc.
Vice Chancellor
Information Technology

Appendix M

University of Maryland, College Park: Progress in Achieving the Mandates of the 1988 Higher Education Charter

University of Maryland, College Park
Progress in Achieving the Mandates of the 1988 Higher Education Charter

	Then (1988)	Now (1999)
Academic Quality		
Top 25[1] Programs Ranked Nationally (University level, College level, Program level)	0 (1990)	52
National Academy Members Includes: Academy of Sciences, Academy of Engineering, Institute of Medicine, American Academy of Arts & Sciences, National Academy of Veterinary Practice	1	23
National Research Council Scholarly Quality Rankings (distinguished and strong departments)	6	16
Freshman Profiles		
Average High School GPA	2.98	3.61
Number with SAT[2] equal 1600	2	9
Number with SAT[2] of 1500 or above	27	112
Number with SAT[2] of 1400 or above	111	457
Research		
Contract and Grant Awards	$81 Million	$203 Million
Diversity		
Minority Faculty	10%	15%
Minority Students	19%	29%
Degrees Awarded to Minority Students	15%	29%
Fundraising		
Endowment Value	$23 Million	$260 Million
Private Giving	$14 Million	$81 Million
State Funding		
State Appropriation	$188 Million[3]	$273 Million
Percent of University Budget Funded by State Appropriation	42%	33%

---

[1] 1988 not available, these rankings were first available in 1990. Ranking source: U.S. News

[2] SAT comparisons are based entirely on recentered scores.

[3] 1988 restated to include AES and CES, they were reintegrated into the University of Maryland, College Park in 1993

Updated: 1/7/00

Appendix N

The Mathematics Placement Test is not a test that students pass or fail!

Sample Placement Test, UMCP

The Mathematics Placement Test is not a test that students pass or fail!

The placement test gives a measure of a student's mathematical skills at the time, and the results are used to advise students on the appropriate mathematics course in which to enroll in order to complete the mathematics requirement for a particular program of study.

The entry-level mathematics courses at UMCP require the permission of the department before students may register. Statistics indicate that the majority of students who enroll in a math course beyond that indicated by the placement test either withdraw from the course or earn D's or F's.

The entry-level mathematics courses: Math 001, 002, 110, 111, 113, 115, 140, 220 and Stat 100 are placed on a horizontal scale as shown below. Students may register for the course that they place into or any course that is to the left of their placement.

001-002-110-113-111-Stat100-115-220-140

Math 001 and Math 002 are non-credit courses, serve as preparation for credit courses, and have a special fee. Math 110 is an applications course requiring a strong algebra 1 background. Math 113 requires a strong algebra 2 background and is a preparation for Math 220. Math 111 is a first course in Probablity while Stat 100 is a first course in Statistics. Math 115 is precalclulus, Math 220 is a calculus course for non-science majors; and Math 140 is a first course in calculus for science and engineering students.

What happens if a student doesn't place into the course that they need for their course of study? Students should be aware that there are people available to work with them and help them plan an appropriate course of study so that they can make progress in their major. The advisor they meet at orientation will help them decide on what math course, if any, to registor for once the results of the placement test are available. For instance, suppose that the student needs Math 140 for the major but places into Math 110. Since Math 110 is not a preparation for Math 140, the student has several options: take Math 002, followed by Math 115 and then Math 140; take a course such as Math 002 over the summer and take Math 115 in the fall; study independently over the summer and retake the placement test before the start of the semester. (Note: students may only take the placement test **once** during a semester and are allowed to retake it only once during the summer.)

How To Prepare For The Test

The Mathematics Placement Test consist of 63 questions covering four main areas: arithmetic, algebra 1, algebra 2, and trigonometry. Topics include: simplification of expressions, exponents, linear equations in one and two variables, slope, systems of equations, inequalities, absolute value, quadratic, cubic, exponential, and logarithmic functions, roots of polynomials, composition of functions, and trigonometric functions.

It is recommended that students take the online **sample placement exam** (16 questions), and review topics when necessary. Only students planning to take Math 140 need to demonstrate knowledge of trigonometry.

If you have any questions or wish to know the schedule for placement exams please contact:

Department of Mathematics, Phone: 301-405-5053, Email: undergrad@math.umd.edu
Go on to the sample placement exam.

Undergraduate Program || Math Department || Webmaster

Sample Placement Test

This is a sample of the Mathematics Department Placement Exam. There are 16 questions (the actual exam has 63 questions). This sample test is for practice only. After submitting the exam your exam will be graded and the correct answers given.

See the placement exam web page for more information.

Select the quiz material	Sample1 ▼
E-mail address:	
Affilation (eg high school name and location):	
Tell us about yourself or comment on this web page :	
Take Sample Exam	

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Sample Placement Exam

1. $25.01 + 36.5 + 200.35 =$
   - (a) 81.545
   - (b) 228.91
   - (c) 229.01
   - (d) 261.41
   - (e) 261.86

---

2. $-5[4 - (-3)(2)] =$
   - (a) -70
   - (b) -50
   - (c) -10
   - (d) 5
   - (e) 10

---

3. If $\frac{4}{3}x - \frac{1}{2} = 0$, then $x =$
   - (a) $\frac{3}{8}$
   - (b) $\frac{2}{3}$
   - (c) $\frac{3}{2}$
   - (d) $\frac{11}{6}$
   - (e) $\frac{8}{3}$

---

4. $(-8p^2q)(-4p^4q^5) =$
   - (a) $32p^5q^6$
   - (b) $4p^{-4}q^{-2}$
   - (c) $32p^6q^6$
   - (d) $4p^5q^8$
   - (e) $-32p^5q^8$

---

5. If $x^2 + 2x = 3$, then x could equal
   (a) -3
   (b) -2
   (c) -1
   (d) 0
   (e) 3

---

6. The polynomial equation $x(x^2+4)(x^2-x-6)$ has how many r
   (a) Exactly one
   (b) Exactly two
   (c) Exactly three
   (d) Exactly four
   (e) Exactly five

---

7. If $f(a) = 2a - 1$ and $g(a) = a^2$, then $g(f(a)) =$
   (a) $a^2 - 2a + 1$
   (b) $2a^2 + 1$
   (c) $4a^2 + 1$
   (d) $(2a-1)^2$
   (e) $a^2(2a-1)$

---

8. If $7^x = 3$, then $x =$
   (a) $\frac{3}{7}$
   (b) $\frac{7}{3}$
   (c) $\log_3(7)$
   (d) $\log_7(3)$
   (e) $\log_{10}(\frac{7}{3})$

---

9. If $t = e^{x+2}$, then $x =$
   (a) $2 + \ln t$
   (b) $\frac{t+2}{e}$
   (c) $\frac{t}{e}$
   (d) $\ln(t-2)$

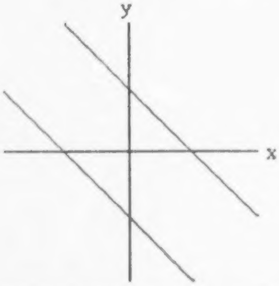
(e) $\ln t - 2$

---

10. The inequality $x^2 - 14x > 15$ is equivalent to
    - (a) $-3 < x < 5$
    - (b) $-1 < x < 15$
    - (c) $3 < x < 5$
    - (d) $x < -1$ or $x > 15$
    - (e) $x < 3$ or $x > 5$

---

11. The two parallel lines represent the graph of which of the following p equations?
    - (a) $x - 2y = 3$ and $x - 2y = 7$
    - (b) $x + y = 1$ and $x + y = -2$
    - (c) $x + y = 3$ and $2x + 2y = 6$
    - (d) $x + y = 3$ and $x - y = 5$
    - (e) $x - y = 7$ and $x - y = 14$



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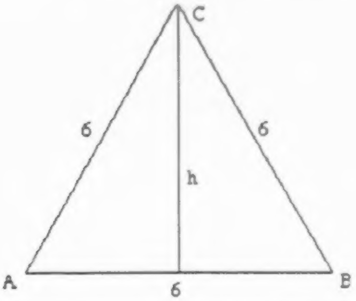
12. Of the following numbers, which is largest?
    - (a) $\cos(0)$
    - (b) $\cos(\frac{\pi}{6})$
    - (c) $\cos(\frac{\pi}{4})$
    - (d) $\cos(\frac{\pi}{3})$
    - (e) $\cos(\pi)$

---

13. Triangle ABC is an equilateral triangle. The height h is:
    - (a) 3
    - (b) $3\sqrt{3}$
    - (c) $6\sqrt{3}$
    - (d) $3\sqrt{2}$
    - (e) $6\sqrt{2}$



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14. When $\frac{\pi}{2} < \theta < \frac{3\pi}{4}$, which of the following could possibly be ta

(a) -8

(b) $-\frac{1}{8}$

(c) 0

(d) $\frac{1}{8}$

(e) 8

---

15. For all real numbers x, $\cos^2(x) - \sin^2(x) =$

(a) 0

(b) 1

(c) $\sin(2x)$

(d) $\cos(2x)$

(e) $\cos(\frac{x}{2})$

---

16. If f is a function whose graph is the parabola sketched below, then $f($ whenever

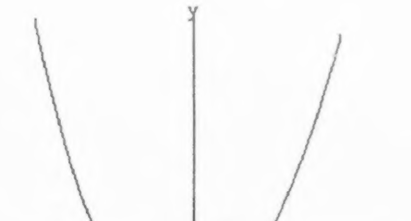
(a) $x > 0$

(b) $x > -3$

(c) $x < 2$

(d) $x < -3$ or $x > 2$

(e) $-3 < x < 2$



END OF EXAM

Appendix O

Fundamental Studies in Mathematics: Issues and Analysis, Executive Summary
UMCP Office of Institutional Studies

Fundamental Studies in Mathematics: Issues and Analyses

October 26, 1999

Stephen R. Porter, Ph.D.
Laura Stapleton, M.Ed.
Paul Umbach, M.S.Ed.

Office of Institutional Studies
University of Maryland
Phone: (301) 405-5590
Email: ois@deans.umd.edu

Executive Summary

- Approximately 62% of new freshmen and 71% of new transfers met the fundamental math (FM) requirement upon entry in Fall 1998 (p. 3).
- Of those new freshmen *not* meeting the FM requirement upon entry, 39% placed into Learning Assistance Services or remedial math. The corresponding figure for new transfers is 61% (pp. 4-5).
- SAT I Math scores do not do a very good job of discriminating between students with and without fundamental math skills. Over half the new freshmen with SAT scores greater than 600 placed into a fundamental studies math class or below (p. 6).
- Both the number of years since their last math course and the transfer course level is related to where transfer students place. Simply having a transfer course that satisfies the FM requirement does not guarantee that a transfer student possesses the requisite fundamental math skills (p. 8).
- An analysis of students who took MATH 001 or MATH 002 during their first semester yields three conclusions. First, students who stay on a math track as determined by departmental guidelines tend to do well; there is little advantage to getting off track and "jumping" ahead in the math progression. Second, these guidelines should perhaps be revisited for the progression from MATH 002 to MATH 115 – over half of the students taking this track receive a D, F or withdraw from MATH 115. Third, students who withdraw in their first semester from either MATH 001 or MATH 002 almost invariably do poorly in their spring math class. Out of all the remedial math grade groups these students are the worst performers, and they are clearly at risk in terms of not completing the FM requirement (pp. 12-16).
- Of the 1,824 new freshmen in Fall 1995 who did not meet the FM requirement upon entry, almost a third did not take a math course their first semester or received a D, F or withdrew from a remedial math course. Four years later, over one-third of these students still had not met the FM requirement. Almost half of these students were no longer enrolled at the university (pp. 16-18).
- Repeated enrollments in MATH 001 or MATH 002 are uncommon – about 5%-6% of the new freshmen and transfers who entered Fall 1995 with FM not satisfied had taken remedial math more than once (p. 22).
- Only a small proportion of students placing into LAS or remedial math actually attend LAS. Of those students who do attend, their retention rates are higher than those who do not. Whether this is due to selection effects or the effect of attending LAS is unknown (p.23).
- It appears that some students do not understand the sequence of math courses that they are expected to take. Using expected grade, 15% of MATH 001 and 10% of MATH 002 students plan to register for a course that does not adhere to the Math Department's math sequence

guidelines. Using grade received, 39% of the MATH 001 and 46% of MATH 002 students surveyed are not eligible for the course they had expected to take the following fall. (p. 25).

- Math placement, rather than having fundamental math satisfied incoming, is a better predictor of academic outcomes such as retention and number of semesters enrolled. On average students placing into calculus are 3%-4% more likely to be retained than students placing into remedial math or fundamental studies (p. 28).

- The behaviors and final grades of students who knew that grades in MATH001/002 did not count in their GPA differed very little from those who did not know. The two groups responded similarly to questions about receiving help, the amount of time spent on the course, and absenteeism. Also, the grades that the students earned in the classes were not significantly different between the two groups (pp. 33).

- Including remedial math grades in overall grade-point calculations would have minimal impact on average GPA's and academic actions (not taking into account any changes in students behavior that might occur after such a policy change) (pp. 31-32).

- For the most part, very few students continue to enroll, after they reach the 60+ credit mark, without having satisfied the FS Math requirement. Less than one percent of the native student cohort and 12% of the transfer cohort enrolled in violation of this policy. Of these students, at least two-thirds have completed, or are likely to complete, fundamental studies Math (pp. 34-35).

Appendix P

The University System of Maryland: Graduation Rates of First-Time Full-Time Degree-Seeking Freshmen

The University System of Maryland: Second-Year Retention for First-Time Full-Time Degree Seeking Freshmen

TABLE
THE UNIVERSITY SYST
Graduation Rates* of First-Time Full
Institution of First-Time Enrollme

All Stud

	USM	BSU	CSC	FSU
1981	48.5%	21.4%	12.7%	56.5%
1982	50.5%	21.1%	10.4%	57.5%
1983	49.5%	23.1%	13.6%	47.7%
1984	53.8%	27.3%	15.8%	54.4%
1985	55.1%	21.7%	12.6%	53.0%
1986	56.9%	31.2%	19.4%	58.2%
1987	58.0%	25.3%	19.6%	60.1%
1988	59.4%	35.2%	24.6%	59.3%
1989	60.0%	36.9%	17.6%	62.9%
1990	57.0%	34.9%	22.0%	63.0%
1991	57.4%	41.2%	26.7%	60.7%
1992	58.0%	40.0%	20.9%	62.4%

African-Americ

	USM	BSU	CSC	FSU
1981	25.4%	22.1%	12.4%	40.9%
1982	27.8%	21.2%	10.5%	50.0%
1983	28.0%	23.1%	12.3%	40.5%
1984	31.2%	30.1%	14.5%	48.3%
1985	32.8%	22.6%	13.2%	41.0%
1986	34.8%	32.0%	18.7%	40.7%
1987	35.3%	24.8%	17.6%	52.2%
1988	40.2%	35.9%	24.8%	41.2%
1989	39.8%	37.2%	17.3%	39.2%
1990	39.6%	37.4%	22.6%	54.6%
1991	41.8%	41.1%	27.5%	51.9%
1992	39.4%	40.4%	21.7%	41.7%

Source: EIS and DIS Files

*Graduation from any system institution within six years after first enr

16
EM OF MARYLAND
-Time Degree-Seeking Freshmen
nt by Year of First Enrollment

ents

SSU	TU	UMBC	UMCP	UMES
47.9%	40.8%	43.3%	58.1%	30.5%
47.9%	43.0%	47.6%	59.8%	33.0%
47.6%	47.5%	50.4%	57.7%	27.5%
55.4%	55.4%	52.0%	60.2%	20.0%
56.6%	59.0%	53.6%	61.7%	27.3%
54.2%	60.3%	49.6%	65.6%	23.5%
64.8%	62.6%	55.3%	61.9%	27.6%
63.4%	66.2%	56.2%	64.3%	35.4%
69.1%	66.1%	56.6%	66.0%	30.5%
64.8%	64.8%	57.0%	61.3%	32.0%
65.5%	61.0%	53.5%	63.3%	34.7%
69.7%	62.9%	57.2%	63.3%	34.4%

an Students

SSU	TU	UMBC	UMCP	UMES
39.0%	20.7%	24.3%	38.3%	29.1%
42.9%	22.4%	30.6%	39.6%	31.6%
38.3%	36.8%	36.4%	35.6%	25.0%
43.8%	38.4%	39.5%	39.4%	20.5%
65.6%	47.3%	40.6%	41.8%	27.5%
33.4%	50.8%	31.4%	45.0%	24.8%
46.3%	48.7%	39.9%	42.8%	29.7%
34.9%	59.2%	41.1%	46.6%	36.0%
55.0%	56.5%	48.3%	48.5%	30.7%
54.8%	54.8%	52.7%	44.2%	32.6%
43.2%	54.4%	58.3%	46.0%	34.6%
58.7%	50.4%	52.3%	47.6%	35.2%

llment.

Table 17
THE UNIVERSITY SYSTEM OF MARYLAND
Second-Year Retention of First-Time Degree-Seeking Freshmen
Institution by Year of First-Time Enrollment

All Students

Fall	USM								
Cohort	Total	BSU	CSC	FSU	SSU	TU	UMBC	UMCP	UMES
1981	76.7%	59.4%	53.4%	76.9%	76.1%	75.4%	75.2%	81.7%	68.9%
1982	78.3%	62.9%	51.8%	75.8%	72.2%	78.7%	79.8%	83.3%	66.7%
1983	77.2%	55.7%	49.4%	70.4%	71.4%	77.2%	79.8%	83.3%	73.3%
1984	79.1%	67.7%	63.5%	73.5%	74.2%	79.0%	78.0%	83.8%	62.3%
1985	80.1%	61.3%	54.4%	72.8%	78.8%	82.7%	79.6%	84.7%	69.0%
1986	81.2%	74.5%	64.1%	79.9%	74.9%	80.5%	78.3%	86.7%	65.8%
1987	81.2%	66.8%	56.8%	80.9%	78.0%	83.6%	80.9%	84.2%	68.8%
1988	81.9%	71.8%	65.2%	75.3%	80.2%	85.6%	80.3%	85.8%	70.0%
1989	83.4%	77.5%	64.4%	79.5%	86.3%	84.7%	83.6%	87.6%	68.6%
1990	81.8%	71.0%	64.7%	81.7%	80.9%	85.3%	84.8%	84.7%	69.8%
1991	80.5%	76.5%	68.5%	76.5%	82.3%	82.1%	83.3%	82.4%	74.0%
1992	82.0%	76.3%	76.3%	78.7%	84.9%	84.0%	85.1%	84.1%	71.7%
1993	81.2%	68.1%	65.3%	75.3%	81.4%	82.7%	85.9%	85.8%	75.7%
1994	81.0%	76.0%	66.7%	75.3%	82.9%	82.7%	85.2%	85.2%	67.9%
1995	83.0%	76.1%	72.9%	76.0%	87.2%	83.3%	86.8%	86.9%	79.4%
1996	82.6%	72.1%	70.4%	74.5%	86.5%	82.0%	85.4%	87.6%	77.7%
1997	84.1%	73.4%	72.8%	76.9%	84.8%	83.3%	86.4%	88.2%	80.3%

African American Students

Fall	USM								
Cohort	Total	BSU	CSC	FSU	SSU	TU	UMBC	UMCP	UMES
1981	66.6%	60.5%	53.7%	83.3%	78.0%	73.2%	65.5%	71.7%	68.9%
1982	67.9%	63.6%	51.7%	81.9%	66.7%	75.2%	76.5%	74.6%	66.7%
1983	66.6%	56.6%	49.3%	66.7%	74.5%	74.4%	79.2%	76.0%	74.5%
1984	71.3%	72.8%	63.1%	74.1%	75.0%	73.6%	80.5%	75.8%	63.5%
1985	71.5%	62.1%	54.6%	64.1%	81.2%	85.4%	83.7%	77.6%	71.8%
1986	75.4%	74.9%	64.4%	79.7%	66.7%	79.5%	76.2%	81.6%	70.9%
1987	72.2%	67.6%	56.8%	81.8%	70.4%	83.5%	78.7%	76.3%	70.8%
1988	74.0%	72.7%	66.1%	68.6%	68.2%	80.3%	75.6%	80.0%	70.6%
1989	77.2%	78.7%	65.3%	81.0%	78.3%	80.7%	84.8%	84.0%	69.4%
1990	75.9%	71.9%	67.2%	81.1%	85.7%	83.1%	83.1%	82.6%	70.3%
1991	76.0%	77.4%	70.7%	70.7%	67.6%	76.4%	86.1%	76.1%	75.8%
1992	77.6%	76.6%	73.4%	80.0%	73.9%	85.8%	86.9%	80.2%	73.7%
1993	76.2%	68.2%	67.2%	73.9%	64.8%	78.6%	94.8%	83.8%	76.8%
1994	75.9%	76.7%	67.6%	66.7%	77.4%	80.1%	93.7%	82.5%	70.9%
1995	80.4%	76.8%	74.5%	76.5%	81.8%	81.6%	90.4%	84.4%	80.7%
1996	78.1%	70.8%	70.9%	73.3%	75.0%	85.5%	89.0%	83.7%	79.2%

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1997	80.8%	73.5%	74.5%	77.4%	68.8%	82.4%	91.2%	85.6%	81.6%

SOURCE: Enrollment Information System and Degree Information System

Appendix Q

Towson University: Admissions Yield Data

ADMISSIONS YIELD DATA

	FALL-->	1995	1996	1997
I. FRESHMEN				
A. All Races				
	Applicants	6367	6965	8016
	Admitted	3968	4796	5144
	Enrolled	1465	1867	1817
	% Applicants Admitted	62.3	68.9	64.2
	Change From Last Year		6.5	-4.7
	% Admitted Enrolled	36.9	38.9	35.3
	Change From Last Year		2.0	-3.6
	% Applicants Enrolled	23.0	26.8	22.7
	Change From Last Year		3.8	-4.1
B. African American				
	Applicants	905	1011	1108
	Admitted	390	495	481
	Enrolled	149	159	173
	% Applicants Admitted	43.1	49.0	43.4
	Change From Last Year		5.9	-5.5
	% Admitted Enrolled	38.2	32.1	36.0
	Change From Last Year		-6.1	3.8
	% Applicants Enrolled	16.5	15.7	15.6
	Change From Last Year		-0.7	-0.1
C. Percent African American				
	Applicants	14.21	14.52	13.82
	Admitted	9.83	10.32	9.35
	Enrolled	10.17	8.52	9.52

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1998	1999
7419	7721
5106	5310
1931	2123
68.8	**68.8**
4.7	0.0
37.8	**40.0**
2.5	2.2
26.0	**27.5**
3.4	1.5
1222	1313
485	520
168	197
39.7	**39.6**
-3.7	-0.1
34.6	**37.9**
-1.3	3.2
13.7	**15.0**
-1.9	1.3
16.47	17.01
9.50	9.79
8.70	9.28

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